DOCUMENT RESUME

ED 449 347 CE 081 256

AUTHOR Tangen, Fride
TITLE OECD Thematic Review on Adult Learning: Norway. Background Report.
INSTITUTION Royal Ministry of Education, Research, and Church Affairs, Oslo (Norway).; Organisation for Economic Cooperation and Development, Paris (France).; Ministry of Labour and Government Administration, Oslo (Norway).
PUB DATE 2000-06-00
NOTE 80p.
AVAILABLE FROM For full text: http://www.oecd.org/els/pdfs/EDSALDOCA004.pdf.
PUB TYPE Information Analyses (070) -- Reports - Descriptive (141)
EDRS PRICE MF01/PC04 Plus Postage.
DESCRIPTORS Adult Education; *Adult Learning; Adult Students; At Risk Persons; Change Strategies; Competency Based Education; Curriculum; *Delivery Systems; Distance Education; Educational Administration; Educational Change; Educational Counseling; Educational Finance; Educational History; *Educational Needs; Educational Policy; Educational Research; *Enrollment Trends; Financial Support; Foreign Countries; Glossaries; Government School Relationship; Job Training; Labor Market; Learning Processes; Learning Theories; *Lifelong Learning; Literature Reviews; Multimedia Instruction; Needs Assessment; Nonformal Education; Nongovernmental Organizations; *Outcomes of Education; Policy Formation; Popular Education; Postsecondary Education; Private Schools; Program Administration; Program Costs; Public Schools; Special Needs Students; Student Certification; Student Characteristics; Student Educational Objectives; Student Evaluation; Tables (Data); Teacher Education; Teaching Methods; Theory Practice Relationship; Trend Analysis; Vocational Education
IDENTIFIERS *Norway

ABSTRACT

Adult learning in Norway was examined in a thematic review that focused on the following areas: the contexts of adult learning; the participants in, providers of, and returns from adult learning; issues and problems facing adult learning; and good practices. The following are among the main findings of the review: (1) adult learning has a long tradition in Norway and was originally in the hands of nongovernmental organizations; (2) today, adult education in Norway takes place in numerous arenas, including the public education system, resource centers, study associations, folk high schools, distance education institutions, private institutions, and enterprises; (3) of Norway's 4.48 million adults, approximately 1 million participate in adult education annually; (4) comprehensive reforms implemented in Norway's initial education and training system in the 1990s have allowed for the fact that education will increasingly be viewed in a lifelong learning perspective; and (5) the goals of the many public- and private-sector actors involved in developing learning arenas for adults and systems of lifelong learning include developing broad understanding of good teaching arenas and efficient systems for lifelong learning and building

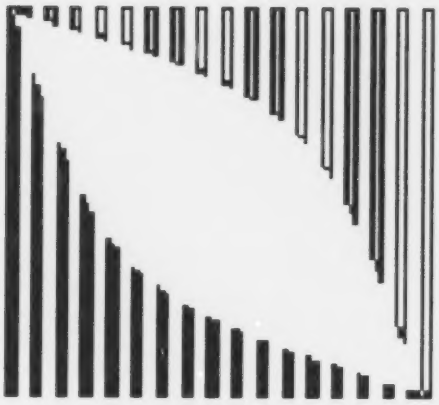
Reproductions supplied by EDRS are the best that can be made from the original document.

competence among special target groups. (The report contains: 15 tables/figures; 77 endnotes; a glossary; and a bibliography listing 94 references.) (MN)

Reproductions supplied by EDRS are the best that can be made
from the original document.

ED 449 347

THEMATIC REVIEW ON ADULT LEARNING



NORWAY

BACKGROUND REPORT

JUNE 2000

PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL HAS BEEN GRANTED BY

S. Edam

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

1

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

OECD OCDE

BEST COPY AVAILABLE

CE081256

OECD
Thematic Review on Adult Learning

Norway
Background Report

Oslo, June 2000

Norwegian Ministry of Education, Research and Church Affairs

Preface

Norway is currently in the process of implementing a Competence Reform for adults. One aim of the reform is to raise the level of competence in the workplace and in the adult population so that the country will have a highly skilled and flexible workforce. The reform will embrace all adults in and outside the labour market and will be based on a broad concept of knowledge. The Competence Reform will be an important contribution to a comprehensive strategy for lifelong learning and will be implemented as a process in which employers, employees and the Government are active contributors.

Norway appreciates the opportunity to take part in the Thematic Review on Adult Learning and thus have the field of adult education and the Competence Reform assessed by the OECD. Norway also appreciates the opportunity to draw on experiences from adult learning initiatives being carried out in the other countries participating in the Thematic Review on Adult Learning.

The Norwegian Ministry of Education, Research and Church Affairs (KUF) has collaborated with the Ministry of Labour and Government Administration (AAD) on the Thematic Review on Adult Learning in Norway. A steering committee consisting of representatives from the two ministries has been appointed. In addition, a Reference Group for the Competence Reform has been functioning as an advisory body to the author of the report. The author of the Background Report was Fride Tangen.

Contents

SUMMARY 2

SECTION 1 CONTEXT AND BACKGROUND – DEFINITIONS AND CURRENT PROVISIONS 3

1.1 Economy, labour and social context 3
1.2 Definition of adult learning 5
1.3 Historical perspectives on adult learning in Norway 6
1.4 Current provisions and different players in adult learning 8
1.4.1 Administrative levels of the Norwegian Education System 8
1.4.2 Norwegian policies on adult learning and the responsibilities of KUF 9
1.4.3 Norwegian labour market policies and responsibilities of the Ministry of Labour and Government Administration 11
1.4.4 Forum for Competence Building and Reference Group of the Competence Reform 12
1.4.5 Tripartite co-operation 12
1.5 Institutions and actors involved in adult learning and their roles 13
1.5.1 Governmental institutions under the auspices of KUF 13
1.5.2 Consultative bodies to KUF in adult learning 14
1.5.3 A picture of adult learning-providers 14
1.6 Current government policies and recent initiatives 15
1.6.1 The Competence Reform 16
1.6.2 Other initiatives 18

SECTION 2 ADULT LEARNING: PARTICIPANTS, PROVIDERS AND RETURNS 20

2.1 An introductory snap-shot of adult learners 20
2.2 Providers of adult learning and participation rates 20
2.2.1 Public providers 21
2.2.2 Private providers 26
2.2.3 "In-between entity providers" of education between the upper secondary and higher levels (either private or public) 30
2.2.4 Labour market training 31
2.2.5 Enterprises and on-the-job training 32
2.2.6 Participation in adult learning — a 20-year perspective 33
2.3 Financing and costs of adult learning 35
2.4 Economic and social return from adult learning 41
2.4.1 Returns of adult learning 1980-1995 41
2.4.2 Findings from the training programmes for at-risk or unemployed adults 43

SECTION 3 CHALLENGES — ISSUES, PROBLEMS AND GOOD PRACTICES 44

3.1 Pedagogics and methods 44
3.1.1 Curriculum content and modularisation 44
3.1.2 Teacher Training 45
3.1.3 Popular enlightenment, the "folkeopplysning" tradition 46
3.1.4 Distance education – multimedia learning and ICT 47
3.1.5 Labour Market Training Programmes 48
3.2 Motivation for participation — research and surveys on participation and non-participation, providers and motivation measures 49
3.2.1 Challenges for public and private providers, motivation measures 49
3.2.2 Challenges related to adults with particular needs, good practices of adaptation 51
3.2.3 Surveys related to motivation for participation among employees 53
3.3 Documentation and recognition of non-formal learning 55
3.4 Counselling and guidance 57
3.5 Research and other sources of data on adult learning 60

GLOSSARY 69

BIBLIOGRAPHY 71

Summary

Educational opportunities for adults and lifelong learning are two basic tenets of Norwegian educational policy. The policy's aim is to raise the level of education of the entire adult population, to meet the needs of the labour market for skills and competencies and to satisfy the needs of individuals for professional and personal development. Updated competence in the workforce and in society is in the process of becoming the very key to positive development both in Norway and internationally. Adult learning is therefore an important prerequisite for opening access to and participation in economic activity and for promoting social and personal enrichment. Investment in human capital is essential to qualify people for a constantly changing labour market, to improve the quality of life of individuals and to strengthen democratic participation.

Adult learning has a long tradition in Norway and was originally in the hands of non-governmental organisations (NGOs). Today adult education takes place in many different learning arenas: the public education system, resource centres, study associations, folk high schools, distant education institutions, other private institutions and in enterprises. Of a population of 4.48 million, approximately 1 million participate annually in a variety of adult education courses.

Comprehensive reforms implemented in the 1990s in the Norwegian initial education and training system have taken into account that education will increasingly have to be considered in a lifelong learning perspective. The structure of the educational system has been changed in order to create a more integrated, better co-ordinated, flexible and unified initial education and training system, and the content of education has been changed in order to enable the population to meet and master the changes in society. The initial education reforms, as well as the Competence Reform for adults, are based on a broad concept of knowledge, where ethical values and attitudes, theoretical and practical knowledge and the promotion of creativity, initiative, entrepreneurship, cooperativeness and social skills are all part of a whole. The Competence Reform embraces the whole adult population, in and outside the labour market, and is focused on the needs of the workplace, society and the individual. Adults' non-formal learning will be assessed and validated upon entry into a regular programme in the public education system. Recently much effort has been put into providing educational opportunities for groups of adults with particular difficulties, *e.g.* adults with inadequate schooling, mental or physical disabilities, reading and writing difficulties or an inability to speak Norwegian.

Many actors are involved in the development of learning arenas for adults and systems for lifelong learning. The Ministry of Education, Research and Church Affairs (KUF) is responsible for adult education at all levels in the public education system and co-operates with a wide range of providers. Public authorities on different levels, labour market authorities, enterprises and organisations including the social partners are important collaborators. It is a goal to develop a broad understanding of good teaching arenas and efficient systems for lifelong learning in co-operation with these actors. Competence building for special target groups, including counselling and guidance, is a challenge in adult education. Other points of focus are closer collaboration between education and work, flexible learning methods including the use of ICT and distance education and teacher training.

SECTION 1 CONTEXT AND BACKGROUND — DEFINITIONS AND CURRENT PROVISIONS

1.1 Economy, labour and social context

Population, Demography and Geography

Norway is an independent constitutional monarchy with a population of about 4.48 million; approximately 4% are of foreign descent (January 1 2000). The mainland size is 323 759 km^2 and the population density is 14 per km^2, one of the lowest among OECD countries. Many people live in areas of scattered population, although 74% of the population live in towns or built-up areas. The main areas of concentration are around the central eastern areas with Oslo as the focal point, the southern and western coastal regions with Kristiansand, Stavanger and Bergen as major cities, and further north, the areas around Trondheim and Tromsø. The demographic picture favours a decentralised structure of government. The fact that many people live in remote rural areas underlines the importance of extensive public involvement in the provision of health, education and administrative services.

Religion and Languages

Norway has a state church, the Evangelical Lutheran Church, to which approximately 90% of the population belongs. In the bigger towns many of the world's religions are represented with smaller or larger congregations, often arising from and depending on the number of inhabitants who are immigrants. The principle of freedom of choice in religion and the existence of the Lutheran State Church are two factors that have had major influence on legislation and curriculum development.

Norway has, for about hundred years, had two official written languages: "bokmål" and "nynorsk". The origin of "bokmål" is the Danish language and the fact that Norway was significantly influenced by Danish culture for several hundred years. The origin of "nynorsk" is the dialects spoken in rural areas of Norway. The Saami people have their own languages.

Economy

There has been a boom in the Norwegian economy since 1993. From 1993 to 1998 mainland GDP increased by approximately 20% or 3.7% each year on average. In 1999 GDP was NOK 1 189 348 million. The most important export products are petroleum (including natural gas), foodstuffs including fish and fish products, paper and wood related products and metals. Good conditions for mainland industries will be important, because of the decline in petroleum activity. In order to restrict the use of oil revenue domestically and to create a buffer for public finances, the Government has arranged the Petroleum fund to accumulate financial assets that will permit a smooth adjustment to the new situation. Since 1989, price inflation has been low in Norway compared to our most important trading partners. The consumer price inflation was 2.3% in 1999. See http://www.ssb.no/en/mb/part1/ for more economic indicators on Norway.

Labour Market situation

Compared with other countries, the labour market situation in Norway is very favourable. Growth in the Norwegian economy has been accompanied by a strong growth in employment and a strong reduction of unemployment. From 1993 to 1998 employment as a share of the total labour force increased by 11.1% (238 000 employees, of which 90% took place in the private sector) and unemployment decreased by 47% in the same period. The labour force participation rate in Norway is among the highest in the OECD area, and especially the labour force participation rate among women and elderly workers is high. The long-term unemployment rate is also low in Norway seen by international yardsticks. In 1998, 9.3% of the unemployed had been seeking jobs for more than 12 months. According to OECD statistics, the

comparable rate in EU member countries was approximately 50%. However, growth in employment seems to have stagnated, and the unemployment rate is estimated to rise slightly in year 2000.

Several studies show that persons with poor formal qualifications (*i.e.* below upper secondary education) and immigrants have a higher unemployment rate than the rest of the population. The unemployment rate among first generation immigrants was 6.6% in November 1999. The unemployment rate for the whole population was 2.4%.

Norwegian working life consists predominantly of small and medium-sized enterprises.[1] About three fourths of the employed work in enterprises with less than 100 employees. In 1997 about 149 000 enterprises were registered in the private sector; of these 92% had less than 20 employees, 81% had less than five employees and only 0.5% had more than 100 employees. Small and medium-sized enterprises had more than 62% of employment and about 54% of the economic turnover. This type of enterprise structure makes investment in on-the–job training difficult, as there are no co-operative agreements or government support. Thus, small and medium-sized enterprises often have problems maintaining the level of competence development among both managers and employees.

A restructuring of the mobility between different industries and trades is currently taking place. Since 1998 there has been a considerable decline in the number of employed in industrial production and some reduction in primary industries, transport and communications. The strongest growth has been in the business services, education, health and social services. Labour market dynamics are underpinned by the fact that a large number of jobs are being created and lost every year. A study of Norwegian manufacturing and service industries during the period 1976-92 shows that the annual job creation and loss were equivalent to about 7 to 9% of the total number of positions (Salvanes, 1996). The tendency is that future jobs will demand more education and training, and core skills and competencies will be needed.

Norwegian Education in General

Compared with most other countries, Norway is in a favourable situation as regards education. Large sums are invested each year by both the private and public sectors in competence building in the workplace. The public education system, the network of non-government organisations and other providers of education provide a broad range of educational opportunities for adults. There is a broad political consensus that qualifications, skills and competencies of the people are essential prerequisites for economic development, higher employment, wealth creation and further development of the welfare society, as well as prevention against unemployment.

The basic principles and priorities of Norwegian education policies today are the following:

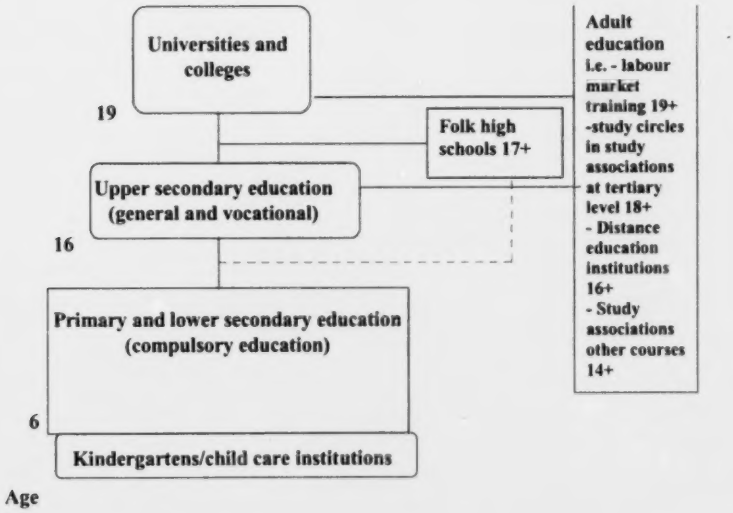
- A high general level of education in the entire population.
- Equal opportunity in access to education. Equality is a value that is strongly emphasised within Norwegian educational policies. Education is also seen as an important means, both at the macro and at the individual level, of promoting investment in human capital and employment.
- Decentralisation.
- Meeting both the long-term and short-term qualification requirements of the labour market.
- More emphasis on a broad and general initial education, leaving specialisation to later stages and further training at work.
- Lifelong learning ("cradle to grave" definition).

The Norwegian education budget is equal to 6.8% of the gross domestic product (GDP). The average for the OECD countries is 4.9 (1997). The educational level of the population has risen considerably in recent years. 80% of people aged 25-64 have education in addition to compulsory school. 54% of people over 16 years of age have upper secondary education, while 27% have higher education.

Of the total population, approximately 900 000 are currently undergoing education. In addition, approximately 1 million people participate annually in adult education courses (KUF, 2000*b*). During the academic year 1998/99, approximately 569 000 students attended primary and lower secondary schools and almost 168 600 attended upper secondary schools. There were approximately 31 000 apprentices and approximately 173 000 university and college students, the latter number demonstrating an increase of about 70% from 1988-1998. Today over 50 000 persons participate annually in adult education provided by municipalities and county municipalities.

Adult education takes place in the public education system, study associations, folk high schools, distance education institutions, other private institutions, in the workplace and through labour market training as illustrated in the organigram below.

Figure 1: Organigram of levels and ages


Universities and colleges
19
Folk high schools 17+
Upper secondary education (general and vocational)
16
Primary and lower secondary education (compulsory education)
6
Kindergartens/child care institutions
Age
Adult education i.e. - labour market training 19+ -study circles in study associations at tertiary level 18+ - Distance education institutions 16+ - Study associations other courses 14+

1.2 Definition of adult learning

For the purposes of this report the concept "adult learning" comprises all types of learning activities adults are involved in through:

- The initial education system which gives formal qualifications in the areas covered by primary and lower secondary education, upper secondary education and higher education.
- Formal education provided by actors other than public education institutions.
- Continuing education which does not give formal qualifications in the areas covered by primary and lower secondary education, upper secondary education and higher education.
- Non-formal learning *i.e.* all skills and competencies which a person has built up through paid or unpaid work, continuing education, leisure activities etc. which supplement the competence this person has documented through formal education.[2]

Thus, the concept of adult learning in Norway encompasses all types of learning environments formal or non-formal, including occupational and social knowledge and skills acquired outside the formal educational system. Even though the Norwegian definition embraces all learning environments formal and non-formal, there might be a tendency that adults perceive themselves as actual learners when the pedagogical approach to learning is project-based and when theory and practice application are integrated in the learning process.[3] If the educational institution does not apply a problem-based, self-directed and team-based approach to learning, the adult learner might not perceive himself/herself as a learner, as the motivation to learn is not there.

In a survey[4] conducted by the Institute for Applied Social Science (FAFO, 1999) adult learners in state enterprises were interviewed. 80% of adult learners said they feel they do a better job after having participated in continuing education and training. 97% of adult learners stated that on-the-job training is very important or rather important to do a good job. Employees who have a level of attainment below higher education are more likely to validate continuing education and training as important than those who have completed higher education.

1.3 Historical perspectives on adult learning in Norway

Being in union with Denmark for four hundred years until 1814, and with Sweden until 1905, adult education in Norway shares a common heritage with the other Scandinavian countries. Norwegian adult education tradition has its traces in the Danish nineteenth century educational theorist N.F.S. Grundtvig, who advocated the Folk High School — what he called a "school for life," a school that adults could use to develop every aspect of their social, cultural and cognitive skills. This tradition is called "folkeopplysning". Literally translated it means "popular enlightenment", also referred to as folk education or liberal education. The "folkeopplysning" tradition is seen as an investment in the human spirit, as well as important to preserve democratic values. In the 19th century adult education was an instrument of non-governmental organisations (NGOs) to promote changes in society through popular movement and educational activities. Today "folkeopplysning" covers a wide range of activities from general adult education to participation in NGOs within politics, religion, culture, etc.

Norway's first distance education institution (NKS) was founded in 1914. In 1948, as the first country in the world to create such an institution, Norway passed an Act regulating distance education *(the Act on Correspondence Schools)*. The Workers' Educational Association of Norway (AOF) was founded in 1931 by the Norwegian Confederation of Trade Unions (LO) in order to provide people with little or no formal education with educational possibilities.

The first Act on Folk High Schools was adopted in 1949 — 85 years after the first folk high school was founded. In 1984 the Act was replaced by a new Act carrying the same name. It was pointed out that democratisation and decentralisation were to be guiding principles for the management of folk high schools.

Up until the 1950s adult education had almost entirely been in the hands of NGOs. Now the political parties started to get involved, and the Labour Party emphasised a need for continuing vocational training as a prerequisite to strengthen democracy. In 1958, as part of labour market policy, courses for unemployed adults were started. The intention of the courses was to provide qualified manpower, rehabilitation and training opportunities for unemployed people. The labour market training (LMT) was directed at readjustments of the primary and secondary industries. LMT centres were established in the 1960s due to the fact that the educational system did not have the capacity to handle the needs of industry. In the '50s and '60s state subsidies for study activities were quadrupled and evening schools received about 50% of the grants.

In 1966 KUF established a Department of Adult Education. In 1967 the first State Council of Adult Education was appointed as an advisory body to the Ministry. In this period the activities of many NGOs were extended to include vocational courses in addition to the traditional study circles, and traditional target groups were therefore extended to also include the general public.

An Act on Adult Education was adopted in 1976 and came into force from 1 August 1977. The Act was seen as an instrument towards increased equality between individuals and groups, between men and women, between young and elderly and between handicapped and others, and in the regional distribution of resources. The Act was changed in 1992 and a new recognition and grant system for study associations was adopted. In 1993 the Act on Correspondence Schools was abolished and matters related to distance education were included in the Adult Education Act.

As of 1970 courses in Norwegian with social studies for immigrants were provided free of charge by the study organisations. In 1975 the responsibility of providing these courses was given to the municipalities, which received state grants. Refugees were included from 1982. A fixed number of tuition hours were offered until 1998, when a new level-based system of tuition was implemented for immigrants, refugees and people seeking asylum.

An Act relating to Vocational Training came into force in 1980. According to the Act a contract of apprenticeship involving full practical training in a training establishment could be entered into in if the apprenticeship started at the age of 21 years or older. The Act also provided a possibility for adults who could document at least 25% more practical experience in the trade than the prescribed period of apprenticeship to sign up for the trade or journeyman's examination without having any contract of apprenticeship.[5]

In the first half of the 1980s education budgets were cut. Access to higher education was made more difficult, particularly for adults without formal qualifications. NGOs experienced large cuts in grants. However, several Reports to the Storting submitted in the mid-1980s emphasised the need for competence development in working life through continuing education and training.[6] The Reports to the Storting all emphasised an increased need for retraining and competence development among adult employees.

In the 1980s, due to an increase in LMT course activity and the need for more flexible and other types of courses, upper secondary schools and other educational providers became more important. These providers thus took over much of the LMT courses which previously had been in the hands of the LMT centres.

In 1986, five years after a Government Committee started its work, an Official Norwegian Report on Lifelong Learning (NOU 1986:23) was submitted. In 1988 the Government presented a Report[7] to the Storting supporting the principle of lifelong learning.

A Core Curriculum, which states the overall objectives for primary, lower secondary, upper secondary and adult education, was implemented in 1993. According to the new curriculum greater emphasis is put on developing certain "personal qualities" such as social abilities, communicative skills, creativity and study skills, problem finding and problem solving. Ethical and moral values and attitudes are also emphasised.

The implementation of the Core Curriculum was the first measure adopted in a series of comprehensive reforms all implemented in the 1990s, comprising primary and lower secondary education (Reform 97), upper secondary education (Reform 94) and tertiary education (Network Norway and teacher education). Reform 97 opened compulsory education for six year-olds and extended compulsory education to 10 years. Reform 94 in upper secondary education introduced a statutory right to three years of upper secondary education for all young people aged 16-19 having completed compulsory education or equivalent tuition. The two systems of general and vocational education were merged. New curricula have been introduced

for all courses and subjects in primary, lower secondary and upper secondary education and new national framework curricula for teacher education were made applicable as of the autumn of 1998. In higher education, Network Norway, a nation wide network, was established in order to link together various institutions of higher education. The reforms of the 1990s all focused among other things on making the initial education and training system more adaptable to the needs of adults.

In August 1999 a new Education Act came into force, and the parts of the Adult Education Act of 1976 concerning primary and lower secondary education and upper secondary education for adults are now included in the new Education Act.

In the last half of the 1990s there has been a renewal of interest in adults' right to learn. Norway has taken particular interest in participating in the work related to lifelong learning which has been carried out at the international level, within the European Union as part of the EEA Agreement, the OECD, the Council of Europe, and UNESCO. In 1996 Norway participated fully in the European Year of Lifelong Learning.

That same year the Storting asked the Government to submit a report on a lifelong learning reform. A Government Committee was appointed to inquire into continuing education and training for adults. The committee's recommendations (Official Norwegian Report 1997: 25 New Competence) were included in Report No. 42 to the Storting (1997-98) The Competence Reform – which was submitted in May 1998 and debated in January 1999. A description of the Competence Reform will be given in section 1.6.

1.4 Current provisions and different players in adult learning

1.4.1 Administrative levels of the Norwegian Education System

The Government and the Storting decide on the objectives and establish the framework for Norwegian education. KUF has overall responsibility for administering the educational system and for implementing national educational policy.

Various other ministries are responsible for measures relating to continuing education and training. These are primarily the Ministry of Labour and Government Administration (AAD), which is responsible for employment policy; the Ministry of Local Government and Regional Development (KRD), which is responsible for immigration policy; and the Ministry of Trade and Industry (NHD), which is responsible for the tools of industrial policy. In recent years emphasis has been placed on a more comprehensive approach to the use of policy tools in the area of continuing education and training. The Ministry of Health and Social Services (SHD) is in charge of continuing education and training for health personnel.

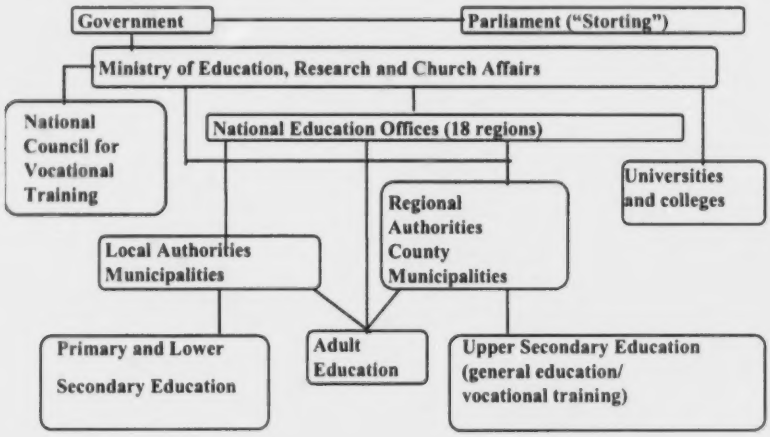
Norway is divided into 19 counties and 435 municipalities. The 435 municipalities are responsible for the running of the primary and lower secondary schools, while the 19 county municipalities own and run the upper secondary schools. Most of the funds come from state grants. Higher education is administered by KUF and is mostly state funded, as more than 90% of all students attend state institutions where tuition is free. In addition, several of the private institutions receive most of their funding from the state.

In recent years, there has been a radical decentralisation of power and responsibility in Norway. This has also occurred in the education and training system, where – as the owners of the schools – the counties and municipalities have direct responsibility within the limits defined by the national authorities. The system of the administration sector has been changed from one entailing detailed regulation to one of management by stated objectives for the different public sectors. All state institutions are expected to use a system of planning that covers both the short term (the budget year) and the medium term (three to four years or more). State institutions must also formulate their objectives through a dialogue with the responsible Ministry and establish a system for following up their results.

Another characteristic feature of the Norwegian education system until the early 1990s was a large number of advisory bodies concerned with specific types of education. The majority of these were dissolved. One exception was the National Council for Vocational Training (RFA), which is an advisory body to KUF in questions regarding vocational training. As a result of the reorganisation, 18 National Education Offices were established in 1992. The National Education Offices have a certain responsibility for co-ordination and co-operation between different actors of adult learning in their respective regions. The head of the office, a Director of Education, is the state representative at county level, responsible for carrying out government tasks within the different fields of education, except higher education. Thus, the Offices act as links between KUF and the local government education sector, and their main assignments are: promotion of co-ordination between educational sectors and levels; reporting, evaluation, and following up results; supervision and control; management training and refresher courses; centrally managed research and development (R&D).

A National Centre for Educational Resources (NLS)[8] was also established for the purpose of developing educational material and providing information and other services to users in the education system.

Figure 2: Administrative levels in the Norwegian Public Education System


Government
Parliament ("Storting")
Ministry of Education, Research and Church Affairs
National Council for Vocational Training
National Education Offices (18 regions)
Universities and colleges
Regional Authorities County Municipalities
Local Authorities Municipalities
Primary and Lower Secondary Education
Adult Education
Upper Secondary Education (general education/ vocational training)

1.4.2 Norwegian policies on adult learning and the responsibilities of KUF

According to the new Education Act[9], which came into force 1 August 1999, the State has responsibility for the general development of adult education. KUF deals with all areas and levels of education in co-operation with a range of providers of education. Within the field of adult learning the Ministry's main concern is the provision of suitable conditions for lifelong learning in order to raise the levels of competence in the population, stimulate the creation of value, and enhance the quality of life in society. The Ministry is responsible for the administration of the different educational Acts applying to adult learning; *i.e.* the new Education Act relating to Primary, Lower Secondary and Upper Secondary Education, the Act on Universities and Colleges, the Adult Education Act and the Act relating to Folk High Schools, the Act relating to Private Schools, the Act related to Private Colleges, the Act on Student Loans to Pupils and Students, the Act on the State Educational Loan Fund.

The objectives and aims of education policies on adult learning

The Norwegian government has adopted a very strong position in proposing policies to encourage adult learning through the Competence Reform. Adult learning policies of today are focused around three pillars:

1. Adult learning in NGOs, *i.e.* traditional adult education sector.
2. Adult learning in the public education system, *i.e.* the public school system provided by municipalities and counties and institutions of higher education.
3. Adult learning in working life, *i.e.* vocational training in an enterprise, in-service training and other learning activities that take place in the workplace.

According to the new Education Act, municipalities and county municipalities have a statutory duty to provide formal education for adults at primary, lower secondary and upper secondary levels. Adult education at these levels is also provided by study associations, distance education institutions, private providers and by public and private enterprises in working life. Also at the tertiary level there are many students who attend regular initial education courses or continuing education courses after a period of employment in working life. Actually, one forth of the students at higher education institutions are older than 30 years.

The Adult Education Act of 1976 contains provisions for state grants to study associations and distance education institutions. Adult learning provided by the NGOs is usually based on the "folkeopplysning" tradition both with regards to ideology and choice of pedagogical methods. Both study associations and distance education institutions provide courses at the tertiary level and many adults use this opportunity instead of attending regular courses at public institutions. Also a high proportion of the education and training opportunities available for adults are enterprise-based (*e.g.* in-service training).

At the moment one might say that the landscape of adult learning is changing in Norway. The awareness that knowledge and skills must continually be updated lies behind expansion and reforms in the initial education and training system, whether at a primary, secondary or higher level. The initial education and training reforms have also focused on legal rights, content and structure in order to better adapt education and training to the needs of future society and working life. Since there is a growing awareness that learning occurs in different contexts and life situations, measures that encourage a better and more suitable supply of education for adults are being emphasised. The conditions under which training occurs and the systems for documentation and assessment of non-formal learning are a current focus of the Norwegian debate on education and training. The Government therefore places increased emphasis on the importance of competence for economic activity and employment and great attention is paid to the needs of the workplace.

The Government's aim is that future policy in the area of continuing education and training for adults will be based on an analysis of the need for resources in the workplace and in society and of how the development of these human resources can be organised, adjusted and financed. It is also necessary to obtain better insight into the connection between the building up of human resources and the effect investments in continuing education and training will have on wealth creation, the quality of available services, working life and employment. This is a cross-sectorial area in which many parties are involved. It is important to achieve an objectives-oriented, prioritised effort across different political areas such as education policy, economic policy, labour market policy and social policy. This will bring the educational system face to face with major challenges.

The objectives are:

- To further develop the adult education field through the Competence Reform.

- To provide adults with opportunities to raise their competence level by providing user-adapted and flexible learning opportunities at all levels of the public education system.
- To provide specially adapted education and training to adults with special needs.
- To stimulate the development of broad-based and flexible educational opportunities through study associations and distance education institutions.
- To provide adult learning opportunities at folk high schools.
- To renew and improve adult learning opportunities through R&D.

1.4.3 Norwegian labour market policies and responsibilities of the Ministry of Labour and Government Administration

The Ministry of Labour and Government Administration (AAD) is responsible for the Government's labour market policy. The Norwegian Government has opted for an active labour market policy (ALMP). This implies enhancing the possibilities for job placements and for enterprises to recruit skilled workers, as well as contributing to flexibility and mobility in the labour force by among other things improving the competence and job possibilities of the vocationally disabled and unemployed with low educational attainment level and low skills.

The labour market policy is aimed towards making the labour market more efficient. An efficient labour market is characterised by vacant jobs being fiiled quickly and without creating wage and price pressures. At the same time, an efficient labour market contributes to a high employment rate and creates opportunities for those groups of people who have problems entering the labour market, or who are in danger of being excluded.

Norwegian labour market policy is based on three principal elements, which are given different emphasis depending on the labour market situation:

- A structural element designed to improve the functioning of the labour market, thus contributing to high participation rates and low unemployment.
- A stand-by-function — or an element of stabilisation policy — by which the size of labour market programmes is adjusted to changes in the labour market situation.
- A welfare function designed to secure income for the unemployed and persons under vocational rehabilitation, and sheltered work for the weakest groups.

The Public Employment Service (PES) is supervised by the Directorate of Labour and comes under the jurisdiction of AAD. The PES consists of regional and local offices in every county, totalling approximately 240 entities serving the public.

There is a broad range of LMT programmes designed to meet the needs of the ordinary and vocationally disabled unemployed for work training, qualification or provisional employment. The most important programme for qualification is LMT, and ordinary education for the vocationally disabled.

LMT is the joint responsibility of the education and labour market authorities. Thus, there is extensive co-operation between the labour market and education authorities in the area of policy development as well as planning and implementation. The educational authorities are a central partner for the PES. The PES also collaborates closely with other central governmental agencies, local governments, counties and the social partners. The labour market authorities are not providers of adult learning, but they finance and buy courses from the providers. It is important to note that LMT is a supplement to ordinary education, and is not meant to replace it. The only exception is the vocationally disabled, who under certain circumstances may attend upper secondary or higher education.

A report on the role of the labour market authorities in the Competence Reform[10] has been published in which the following areas are given priority:

- To provide information about and guidance to employers who aim to strengthen the competence level of their employees.
- To provide information about and guidance to employees who are seeking continuing education and training.
- To aid employers in the planning and implementation of continuing education and training.
- To cover the need for substitutes during the implementation of the Competence Reform.

1.4.4 Forum for Competence Building and Reference Group of the Competence Reform

The Forum for Competence Building was appointed by the King in Council on 21 May 1999 and consists of members from the political authorities in 10 Ministries, employer and employee organisations and various providers of education. The forum was established as an arena for discussing professional and political issues relating to competence building. In addition, a broad-based reference group was established to assist KUF in its work with the Competence Reform.

1.4.5 Tripartite co-operation

Norway has a long tradition of close co-operation, both formal and informal, between the education, training and labour market authorities and the social partners. The social partners have traditionally had large influence on vocational training — especially in apprenticeship measures, through branch organisations on both the employees' and employers' sides. Thus teachers' organisations and employee and employers organisations are important actors in adult learning.

The Confederation of Trade Unions (LO), the Confederation of Norwegian Business and Industry (NHO) and the Norwegian Association of Local and Regional Authorities (KS — the employers' organisation for counties and municipalities), have had formal dialogue with the authorities through RFA and the training councils (OR), and also direct contact and co-operation with the ministries on a range of issues. Because vocational training is of essential importance for the working community as regards working conditions, productivity and profitability, employers' and employees' organisations have considerable influence on vocational training at the upper secondary level. The social partners were, for example, strong contributors in the development and launching of the reform in upper secondary education (Reform 94). Tasks and responsibilities related to education and training and the development of skills in the work force are shared between employers, employees and the authorities, with the social partners as active participants in both the formation and implementation of vocational education and training policy.

The Competence Reform is part of a tripartite effort to raise competencies of all individuals, both inside and outside the labour force, in line with the recommendations of the OECD (1996). The reform is implemented as a process in which employers, employees and the Government are active contributors. (See section 1.6 for further description of the Competence Reform and the involvement of the social partners).

1.5 Institutions and actors involved in adult learning and their roles

1.5.1 Governmental institutions under the auspices of KUF

KUF has three institutions under its auspices with particular responsibility for adult learning:

- The Norwegian Institute of Adult Education (NVI)
- The Norwegian State Institution for Distance Education (NFU)
- The State Adult Education Centre (SRV)

The three institutions are primarily state subsidised.

The Norwegian Institute of Adult Education (NVI) was founded in 1976 following the introduction of the Act on Adult Education. NVI's main objective is to generate knowledge of and insight into adult education and the enlightenment of the people. It is also NVI's goal to stimulate the application of this knowledge. NVI currently has 14 permanent employees, six temporary employees and two research scholars.

NVI is the only research institution in Norway that exclusively concentrates on adult education. NVI's research activities focus on:

- Meeting actual needs for generating required information and knowledge.
- Planning projects, taking into consideration that research results will be of importance to defined user groups.
- Prioritising tasks considered particularly important to adult education interest groups such as authorities, organisers and participants.
- Making efforts to establish joint programmes with researchers at universities, colleges and autonomous institutions.
- Seeking contacts and establishing co-operation within the Nordic and other countries.

The Norwegian State Institution for Distance Education (NFU) was founded in 1977 and is responsible for development of educational materials for flexible learning and distance education specially adapted to adults' needs. NFU is not a provider of education, but co-operates with public, private and enterprise-based providers. NFU has nine permanent employees and one temporary employee. NFU has been given the responsibility of operating the competence-building programme of the Competence Reform. (See section 1.6)

The State Adult Education Centre (SRV) was founded in 1990 and is a provider of adult learning. SRV has 92 permanent employees and six temporary employees. The centre has three main functions:

a) To provide free courses for adults at the upper secondary level.
b) To supply commissioned courses for enterprises.
c) To initiate R&D in adult education.

SRV provides courses which are open to adults from all over the country at the upper secondary level. Courses where tuition is free have to a large extent been access courses, *i.e.* courses which provide general entrance qualifications for higher education. The commissioned courses have been directed towards enterprises, but a large number of courses have also been sold to the labour market authorities. SRV also provides courses for adults with reading and writing disabilities, for immigrants and for vocationally disabled persons. In 1998 SRV had 1 800 participants, of whom 70% were women and 25% were immigrants. SRV also has a particular responsibility for initiating and running R&D projects on a practical

pedagogical level and has thus been involved in a number of local, national and international projects within the field of adult learning. SRV is responsible for the project on the development of *documentation* schemes for non-formal learning under the Competence Reform.

New institution of adult learning[11] — future challenges

NVI, NFU and SRV are going through a challenging period of change in connection with the fact that the institutions will be merging as of 1 January 2001. The merge was initiated by KUF to meet the challenges of the changing landscape of adult learning in Norway, particularly as a result of the Competence Reform. The new institution will be responsible for initiating and implementing R&D activities and function as a knowledge base for actors within adult learning both nationally and internationally. Extensive contact with enterprises, the social partners and other actors in this field will be required. Thus, the future institution of adult learning will be unique in an international context, covering R&D activities including development of user-adapted learning materials for adults, being in charge of allocation of grants and functioning as a provider of adult education. As education and learning, for many of the participants, will be closely linked with work, alternative ways of organising the learning and new learning arenas will be expected. Close links between research at the university level and the practical field of adult learning will be established. The new institution will have the administrative responsibility for considerable funds that will be invested in development projects.

1.5.2 Consultative bodies to KUF in adult learning

The Norwegian Association of Adult Education (NAAE) was founded in 1932 and brings together 22 study associations in the adult learning field. Within the member associations there are approximately 411 nation-wide NGOs. The purpose of NAAE is to establish co-operation between various study associations and to represent their common interests and their participants vis-à-vis the Government and the Storting. NAAE promotes the interests of the associations both nationally and internationally.

The Norwegian Association for Distance Education (NADE) has since 1994 been a consultative body for KUF in matters concerning distance education. NADE's objectives are to spread knowledge about distance education, to heighten its professional and pedagogical standards and to strengthen the position of distance education within the Norwegian education system. NADE has a permanent secretariat which organises conferences, takes care of daily matters, membership services, international contacts etc. The secretariat for the International Council for Open and Distance Education (ICDE) is also located in Norway.

The Folk High School Council is the political body of the folk high schools under which there are two associations: The Norwegian Folk High School Association and the Christian Norwegian Folk High School Association.

The National Distance Education Network in Higher Education (SOFF) is an Advisory Board for KUF. SOFF also provides information and guidance about distance education to the public and private higher education institutions. The higher education institutions themselves are responsible for passing on the information to their students.

1.5.3 A picture of adult learning — providers

Statistics on adult learning in Norway are rather incomplete and fragmentary. This is due to the fact that the responsibility of adult learning is shared between public and private providers, NGOs and different agents in working life, the latter often financed by the enterprise itself. At present no statistics give a

complete picture of total investments in competence development. The following table provides some information, though, about activity in the field. The different providers will be elaborated on in section 2.2.

Table 1: Adult learning according to field and provider, number of courses and participants[12] 1996-1998 (private schools and enterprise-based training not included)

Field and provider- age limit for participation	Description	1996	1997	1998
Study associations (14 years +, 18+ study circle tertiary level))	Courses of different duration#1	743 808	711 531	681 359
Folk high schools (17 years +)	Main courses and short courses#2	27 878	29 474	28 236
Distance education Institutions (16+)	Individual applicants#3	58 000	52 207	44 731
Training of immigrants (16 years +)	Training according to level#4	22 568	22 040	28 957
Labour Market Training (19 years +)	Courses of different duration#5	52 260	39 787	32 869
Compulsory education for adults provided by municipalities#6 (16 years+)	Leading to examination#7	..	1 513	1 877
Special needs education at the primary and lower secondary level#6 (16 years+)	Leading to examination#7	..	7 136	7 310
Other adult education at the primary and lower secondary level#6 (16 years +)	Courses of different duration#7	..	..	1 297
Upper secondary education for adults provided by county municipalities (20 years+)	In ordinary classes and part-time students#8	31 615	34 826	26 942*
Further and continuing education for adults at the university and college level (20 years+)	Further and continuing education #9	85 570	85 570	94 078

* preliminary

#1 *Source*: SSB.

#2 *Source*: The Information system for folk high schools at KUF (DIFF).

#3 *Source*: 1996-97 KUF. 1998: SSB. Due to new reporting routines this concerns only 95% of activity.

#4 *Source*: Statistics on Norwegian as a Second Language for adult immigrants (FRES).

#5 *Source*: Directorate of Labour/SSB

#6 Concerns academic year, not calendar year.

#7 *Source*: Information system for primary and lower secondary education (GSI).

#8 *Source*: Information system of upper secondary education (VSI). Preliminary figures.

#9 *Source*: Database on Higher Education (DBH).

1.6 Current government policies and recent initiatives

The impact of increasing globalisation of the economy, technological progress, internationalisation and social change is felt in Norway as well as in other industrialised countries. Rapid changes in the workplace and in society are making new demands on qualifications. Changes in production methods require that practical skills be related to general knowledge and continuously updated. A quicker updating and renewal of professional and vocational competence is also needed to make it possible to utilise new technology and knowledge and to compete internationally. It has therefore become necessary to emphasise updated competence in order to increase the value of national output, maintain the level of employment and create new jobs.

These aspects have been taken into consideration in the implementation of the comprehensive initial education and training reforms of the 1990s. The reforms in primary and lower secondary education (Reform 97), upper secondary education (Reform 94) and higher education (Network Norway and teacher education) are now being followed by a Competence Reform for adults.

1.6.1 The Competence Reform

The process of implementing the Competence Reform began in 1999. The reform is based on a report from a Government Committee in 1997 (NOU 1997:25) and Report No. 42 to the Storting (1997-98) which was debated by the Storting in January 1999. An agreement between the Government and the social partners in connection with the wage settlement in 1999 is also an important basis for the reform.

The purpose of the Competence Reform is to provide adults with better opportunities for training and competence building. The basis for the reform is the need for competence in the workplace, in society and by the individual. It will embrace all adults in and outside the labour force and will be based on a broad concept of knowledge. The reform will have a long-term perspective and will be implemented as a process and co-operation between the Government, the social partners and various providers of education.

One objective of the reform is to develop strategies for adults who have a low level of education to enhance their competence. Another objective is to stimulate the development of user-adapted educational opportunities and flexible training programmes to improve access to adult learning.

The Ministry of Education has worked out a four-year plan of action for the Competence Reform in close co-operation with the social partners and other actors.

Reform measures:

1. Education at the primary and secondary level

The Storting has decided that adults who need primary and lower secondary education shall have an individual right to such education. This right will enter into force from the academic year 2002/2003. The Government has also initiated projects in a number of local districts in order to acquire more knowledge about the scope, and try out teaching methods adapted to the needs of adults who will make use of the individual right to education. NOK 10 million has been allocated to such projects in 2000. The projects are administered by the National Education Office in Møre and Romsdal.

The Storting has also decided that adults shall have a statutory right to upper secondary education from the academic year 2000/2001. This concerns adults born before 1978 (*i.e.* those not included in the statutory right to upper secondary education in Reform 94) who have not completed upper secondary education. Adults who have been admitted to upper secondary education will have a right to complete their education.

NOK 10 million has been allocated in 2000 to projects involving pedagogical methods adapted to the needs of adults. The same amount is allocated to courses for adults leading to either university entrance qualifications or vocational qualifications, and which are arranged by study associations and distant education institutions. The purpose is to reduce participation fees.

2. Documentation and recognition of non-formal learning

Report No. 42 to the Storting (1997-98) emphasised that it is vital for further competence building to establish a system for documentation and recognition of adults' non-formal learning. This system must have legitimacy in the workplace and in the educational system. Non-formal learning may be acquired through work in Norway or abroad, participation in democratic fora or other voluntary activity. Such non-formal learning should be accepted as equivalent to formal learning even if it is not identical with requirements in curricula and public examinations.

A project was started in 1999 to establish a system for documentation and recognition of non-formal learning related to upper secondary education. NOK 10 million was allocated to this project in 1999, and

the work continues in 2000 with an allocation of NOK 20 million. The plans are worked out in close co-operation with the social partners and various providers of education. SRV is the operator of the project.

In higher education pilot projects have been initiated from the autumn of 1999 whereby students are admitted on the basis of non-formal learning to certain studies. Admission is based on either written/oral tests, age combined with guidance/self evaluation, or relevant work experience.

The Government presented a bill to the Storting in May 2000 proposing a legal amendment giving universities and university colleges the right to admit students without formal entrance qualifications on the basis of age (25 years or older) and non-formal learning. The relevant institution will decide if the student is qualified. If the student completes an examination in a study programme of one years' duration, this will automatically provide him/her with general entrance qualifications. The bill also contains a proposal that recognition of non-formal learning may lead to a shortening of studies.

3. Right to leave of absence

The Storting has adopted a legal amendment giving employees an individual right to study leave. The new provision will apply to employees who have been working at least three years, and who have been employed by their current employer for the last two years. The statutory right is linked to part-time or full-time study leave, and employees may participate in organised education and training for up to three years leading to a documented qualification. Education beyond the primary and secondary level must be work-related to qualify for study leave. Work-related education comprises all types of continuing education and training relevant for the labour market. Employees cannot claim the right to leave of absence if it interferes with the employer's opportunity to plan production and organise personnel. The Act will be implemented from 1 January 2001.

4. Funding subsistence and the tax situation

The Government believes as a matter of principle that compensation for the expense of subsistence during study leave is a matter to be decided upon between the employer and the employee. The employer retains his primary responsibility for meeting the need of the enterprise to build up new competence.

The Government emphasises the importance of basing educational funding on equal treatment of the different groups. Public funding of subsistence in the case of initial education at the university and college level and on completing primary and lower secondary and upper secondary education for adults, should therefore be based on established funding schemes managed by the State Educational Loan Fund. Financial assistance is available through these schemes for most educational purposes.

A committee has reviewed the general rules for educational funding with the purpose of adapting them more closely to continuing education and training for adults. Based on the committee's report it has been decided to raise the limit of monthly income for which students are eligible from NOK 3 350 to 5 000 without deductions in support from the State Educational Loan Fund. Also the income limit for means tests against spouses' or legal partners' income will be raised from NOK 12 495 to 16 900. NOK 90 million have been allocated in 2000 for the purpose of these new regulations, which will enter into force from the academic year 2000/2001.

New guidelines have been adopted for the tax treatment of employer-financed education. From 1999 there is no tax on education paid by the employer.

5. The Competence-building programme

An important element of the reform is to develop educational opportunities, which exploit the huge potential that lies in the workplace as a place of learning. This will involve joint projects between the workplace and providers of learning in order to plan systematic competence building.

In connection with the wage settlement in 1999 the Government agreed to co-finance a competence-building programme. A total of NOK 400 million will be allocated to this programme over two to three years, starting with 50 million in 2000. The planning of the programme started in the autumn of 1999 in close co-operation with the social partners. The aim is to create new possibilities and develop the market for continuing education and training. Projects can be initiated by enterprises, networks of enterprises, local districts (municipalities), branch organisations, tariff partners etc. Projects involving primary and secondary education for adults can be financed this way. Use of ICT and multimedia will be an important element in these projects. A programme document has been worked out. NFU is the operator of the programme, while a board in which the social partners have majority is in charge of approving projects and grants to be allocated.

6. Reorganisation of the public education system

In Report No. 42 to the Storting (1997-98) the Government emphasised that the public education system must play a central role in providing training which meets the need for competence in the workplace. This should be achieved:

- By a comprehensive development process throughout the public educational system, where existing rules, teaching methods, organisation and management are reviewed in order to adapt primary and lower secondary education, upper secondary education and higher education to the Competence Reform for adults.
- By developing resource centre activities as an integrated part of all upper secondary education, aiming especially at stimulating competence-building in small and medium-sized businesses and one-man businesses.

The state-run institutions of higher education have been given more freedom to establish and terminate courses of study up to 30 credits. The institutions can also charge a fee for more comprehensive courses than was earlier the case and undertake organisational and pedagogical projects.

7. Information and motivation

Information is important for spreading knowledge and creating interest in the reform and understanding and motivation in the workplace, in educational institutions and by the individual. An information plan for the Competence Reform will be worked out with measures adapted to the needs of different groups. A graphic design has been developed for all information material.

Accurate, easily accessible educational information and guidance for adults who desire continuing education and training is essential. The University and College Council, together with the social partners, has developed a database that will function as a meeting place between higher education and the labour market. This database will be co-ordinated with other databases in a common entrance on the Web for all educational information.

1.6.2 Other initiatives

Flexible learning

In addition to the measures mentioned under the Competence Reform several other initiatives have been taken to create more flexible learning possibilities:

NOK 12 million has been allocated in 2000 to SOFF for grants to distance education projects at the tertiary level. In addition, grants have been allocated for the development of digital educational material and library services.

To stimulate the development of decentralised educational opportunities at colleges, NOK 30 million have been allocated to cover additional costs for decentralised efforts, particularly aimed at employers who have lost their jobs in the off shore industry. In addition, NOK 5 million have been allocated by SHD to cover additional costs in relation to decentralised courses for nurses.

As a follow up of the action plan for the disabled (1998-2201), the electronic network DYSNETT for adults with reading and writing disabilities will be strengthened. In addition, measures to adapt the language test in Norwegian with social skills for adult immigrants with various disabilities will be further developed.

The Ministry of Education has worked out a plan on ICT in Education (2000-2003) with regard to competence development for teachers in general, and teachers who teach adult immigrants through electronic networks in particular.

Support measures

The Storting has decided that the PES should be able to sell different kinds of labour market services. In relation to this, support to the enterprises in planning and implementing training under the Competence Reform is being considered.

Continuing education and training in the agricultural sector

As a follow-up to Report No. 42 to the Storting (1997-98) on the Competence Reform and Report No. 75 to the Storting (1998-99) on the wage settlement in the agricultural sector 1999, a tripartite group will make a proposal for a competence development programme targeted to the agricultural sector[13] (particularly aimed at the self-employed) for the wage settlements 2000/2001. The Ministry of Agriculture regards it as important that employees in this sector receive good educational opportunities through documentation of non-formal learning, basic and continuing education, training and guidance schemes, as well as certificate-giving courses adapted to the cycles of production in the sector. Many take over farms when they are adults and many have already taken another education aimed at a different sector. For this group short-term targeted courses will be important to meet the need for specialised competence. The courses provided shall also take into account the need for competence to handle changes in production methods as a consequence of new developments in society and framework conditions in the sector.

SECTION 2 ADULT LEARNING: PARTICIPANTS, PROVIDERS AND RETURNS

2.1 An introductory snap-shot of adult learners

In the surveys on adult learners'access and participation in upper secondary education conducted by NVI in connection with the research-based evaluation of Reform 94, the concept of "adult learner" has been defined according to four different categories included in the box below.[14]

Applicants 20 years >.[15]		Characteristics	Choice of provider and scheme
Not genuine adults	Youth	Young people slightly older than those covered by the statutory right. No family obligations, continuous education without significant periods outside the initial education system. Sporadic employment.	This group will attend ordinary public upper secondary schools run by the county.
	Young adults	This group can be placed in between young people and genuine adults with regard to age and family/job obligations. They have had some interruptions in their education, they have both young and adult role models, but are mainly sharing most characteristics with the young.	This group will attend ordinary public upper secondary schools, but some will also attend a private upper secondary school as an alternative.
Genuine adults	Adults with strong position in the labour market	These are well-established adults who have a working career and a relatively safe position in the labour market. Skilled workers etc. No or little experience with unemployment.	This group will be found in study associations, resource or competence centres and upper secondary schools that arrange evening courses for adults.
	Adults with weak position in the labour market	This group has had or has family obligations. They are either preparing to re-enter the labour market or want to secure their position in the labour market because they are unemployed or have a temporary or otherwise insecure job.	These adults will be found in: • Ordinary courses provided at county upper secondary school • Courses specially adapted for adults provided by public or private upper secondary schools • Labour market training.

Even though the categories described by NVI apply to adults in upper secondary education, it is likely to believe that the characteristics also apply to adult learners in other types of adult learning provisions.

2.2 Providers of adult learning and participation rates

Access requirements for adults are determined by KUF and are defined in the different Acts applying to different levels of the education system. No distinction in requirements is made between the private and public sector.

2.2.1 Public providers

Municipalities

Estimates by SSB show that there are approximately 8 900 adults in the age group 20-66 years, (most are above 40 years of age) who have not completed compulsory education. In addition there are 80 000 adults who are registered with "unspecified education" (KUF, 1997*b*). With about 3 300 primary and lower secondary schools throughout the country and about 130 adult education centres, the municipalities may provide ample learning opportunities for adults in the vicinity of their home.

According to the new Education Act the 435 municipalities have responsibility for planning and development of primary and lower secondary education for adults in the municipality. The municipalities are also responsible for providing special needs education[16] for adults and education for adult immigrants.[17] If the municipality is not able to meet the need of adults for primary and lower secondary education through existing facilities, the holding of courses can be entrusted to study associations.[18]

Immigrants may take courses aiming at public examination and courses in Norwegian with social studies. Tuition — which is free of charge — may be organised by the municipalities themselves, or the municipalities may leave it to the study associations or to other approved educational institutions. The lower age limit for participation in such courses is 16 years of age.

Since 1996 participants in the language courses have had to pass a final test. This is intended to serve as documentation of their level of proficiency in Norwegian when candidates apply for jobs or admission to schools or universities. The tests are organised by the study association *Folkeuniversitetet* (the Folk University) in co-operation with the University of Bergen.

The aim of the training of adult immigrants and refugees is to provide them with a basic knowledge of the Norwegian language, society and civic life. Immigrants were, until 1998, offered tuition of 500 to 750 hours. Since 1998 however, the tuition has been given according to level — *i.e.* the level necessary to participate in further education or to get a job. Adults who have received insufficient or no education in their home country may be offered tuition within a 3 000-hour limit, while others are offered tuition within an 850-hour limit.

Table 2: Adult education at the compulsory level leading to public examination according to age and gender 1998[19]

Gender	Total	<20 years	21 years>	Participants from other municipalities#1	Immigrants/ refugees <20 years#2	Immigrants/ refugees 21 years >
Total 1997	1 513	29	589	87	168	640
Total 1998	1 877	23	571	189	..	1 094
Women 1998	1 112	12	363	92	..	645
Men 1998	765	11	208	97	..	449

#1 Municipalities other than the municipality of residence

#2 As of 1998 immigrants and refugees 20 years and younger are no longer registered in the GSI database due to the priority earmarked grants

Source: GSI

The number of adults participating in training leading to public examination has decreased, with the exception of an increase among immigrants and refugees and a small increase in participants in courses provided by the municipalities themselves. The decrease may be due to the fact that the labour market

situation has improved. The increase in participation among immigrants (see table 3) is mainly due to the priority grant given to compulsory education aimed at school-leaving certificates for immigrants aged 16-20 years and the new level-based training allowing participants more tuition hours, thus staying in training longer. Through-flow is therefore not so rapid.

Table 3: Training of adult immigrants 1994-1998

	1994	1995	1996	1997	1998
Tuition hours	547 325	613 368	572 715	556 776	673 653
Participants during the year	27 525	25 565	22 268	22 040	28 957
Persons#1	13 179	13 909	13 598	11 252	17 345
Accounting figures (NOK 1000)#2	276 259	296 565	275 593	251 120	310 736
Accounting figures (NOK 1000) Compulsory education aiming at exam, immigrants 16-20 years of age #3	.	.	.	.	22 613

#1 Number of persons throughout the country. Counting date 1 December.

#2 In addition subsidies have been given for the language test and development measures.

3 Earmarked grants.

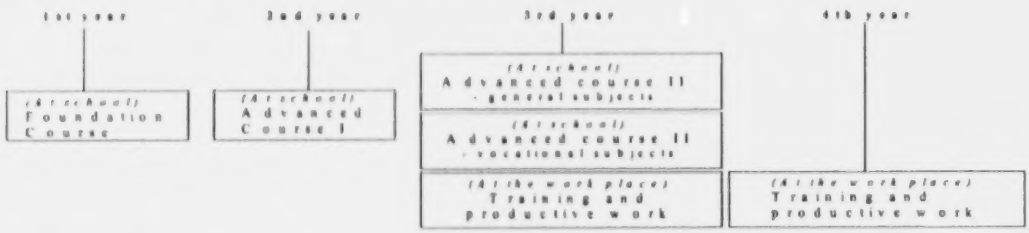
Source: FRES.

County municipalities

According to the Education Act[20] county municipalities have responsibility for planning and development of upper secondary education for adults in the county. There are 535 schools in the counties offering upper secondary education. The counties organise ordinary courses where adults attend together with young people, as well as courses specially designed for adults, so-called intensive or comprised courses in which tuition can be met in two thirds of the time allocated to normal study progression for ordinary students.

County authorities are responsible for general education and vocational training in its entirety. Upper secondary education leads to qualification for higher education or vocational qualifications. When the entire training takes place at school, the total period is three years. Curricula include foundation courses and advanced courses on several levels. Vocational training normally involves two years' tuition at school and two years' apprenticeship training, the so-called 2+model. This model is flexible regarding individual needs. When apprenticeship training is combined with productive work, it may be allowed to extend over more than two years. If the county authority is not able to procure apprenticeship training in an enterprise for those who wish it, an advanced course II at school will be offered to complete the training.

The main structure of upper secondary education after Reform 94 can be illustrated as follows:



Adults may sign an apprenticeship contract directly with an enterprise when they are 21 years old. When the training period is completed, the enterprise has no further obligations when it comes to further engagement of the apprentice, as was the previous tradition.

According to a regulation of the new Education Act the county municipality must provide a number of places in upper secondary education equal to 375% of the number of students between 16-19 years of age[21], of which the 75% is reserved for the intake of adults and other groups. The Storting has decided that the 375% quota will be abolished as of 1 August 2000 as a result of the implementation of the right to upper secondary education for all adults (cf. section 1.6). Adult applicants to upper secondary education also compete on the basis of age and credits and as of today the regulation on intake to upper secondary education also takes into consideration assessment of non-formal learning.[22] If county municipalities are unable to meet the need of adults for upper secondary education through existing facilities, the holding of courses can be entrusted to study associations, distance education institutions or others.

It is also possible to sit external examinations in all subjects in upper secondary education. The examinations are arranged by the county authorities.

Table 4: Distribution of full-time students including adults (20 years and older) in ordinary classes at the upper secondary level, according to type of course 1994-1998

	Students				Proportion adults (20>) %			
Year	Total	Foundation course	Advanced course I	Advanced course II	Total	Foundation course	Advanced course I	Advanced course III
1994	191 427	71 178	62 798	57 451	16.6	8.5	16.5	26.9
1995	177 868	65 494	57 430	54 944	13.3	6.3	9.8	25.2
1996	171 120	65 498	56 404	49 218	12.8	7.7	10.1	22.5
1997	167 091	64 542	55 197	47 370	12.1	6.7	8.9	23.0
1998*	160 371	63 170	53 108	44 093	10.6	5.6	17.2	21.8

* preliminary
Source: VSI.

Since 1994 participation rates have decreased by 6%. Engesbak (NVI, 1996) points out that one reason for declining application by adults to upper secondary education might be the fact that the capacity in upper secondary education is dimensioned according to the needs of 16-19 year-olds.[23] The final reports of the research-based evaluation of Reform 94 suggest that the decline in participation is also due to the fact that the pedagogical approach in ordinary upper secondary courses has not been adapted to the needs of adults. Also the improvement of the Norwegian labour market in recent years might explain why adults' application to upper secondary education has declined.

Section 3-5 new Education Act (previous section 20 in Vocational Training Act)

Adults with relevant professional experience that has lasted at least 25% longer than the apprenticeship period for the trade (normally five years of relevant experience) and who wish to document their qualifications, may register for a trade or journeyman's examination at the vocational training committee in the county. The counties' examination boards are given the responsibility of making the test[24] in accordance with the guidelines from KUF. If adults cannot show that they have already passed required examinations in the theory of the trade, they must sit external examinations in the theory of the trade (equivalent to the level of advanced course I). These exams are organised by the county authorities.

The county vocational training board decides whether working experience stated by an applicant can be approved, and may in special cases approve periods of experience shorter than indicated above. Establishments that assume the responsibility for training one or more apprentices must be approved by the county vocational training board. Approval to function as training establishments can be granted to

individual companies, public agencies or institutions and bodies for co-operation between establishments that assume a joint responsibility for training (training offices and training circles).

In each county, the county authorities nominate a vocational training committee. The committee, which is set up with representatives of the social partners and serves as an advisory body to the county, has a major responsibility for implementing vocational training on behalf of the county authorities, including assigning apprentices to enterprises. The committees work actively with branch organisations and enterprises to draw up needs analyses and overviews of available apprenticeships. Important tasks are to arrange apprenticeships both for young people who have a statutory right to upper secondary education and for adults.[25]

The section 3-5 measure provides a significant means by which enterprises can document skills for potential customers. The measure is also important for the recruitment of instructors and vocational guidance providers in vocational training for ordinary apprentices — especially in the new trades. In order to take on apprentices, enterprises must have staff with the necessary vocational skills. This provides enough reason for many enterprises to encourage their employees to formalise their knowledge through taking the trade examination in accordance with the section 3-5 measure.

Table 5: Section 20-candidates.* Absolute numbers and percentage of total number of candidates to trade and journeyman's certificates 1993-1998

Year	Section 20 candidates* Total	% of total number of candidates to the trade and journeymnan's certificate
1993	6 906	50
1994	6 710	46
1995	7 088	46
1996	9 193	47
1997	16 817	59
1998	23 263	61

Source: Current educational statistics 3/99, SSB.
* Section 3-5 new Education Act as of 1 August 1999.

The number of section 20 candidates has increased almost threefold from 1994 to 1998 and the number of candidates increased by 38% from 1997 to 1998. In study associations providing training for section 20 candidates the increase was 130% from 5 500 candidates in 1997 to 12 700 in 1998. The sharp increase in the number of candidates in 1997 and 1998 may partly be due to an uncertainty about the recommendations of the Government Committee appointed to look into continuing education and training for adults in relation to the Competence Reform. This concerned whether the section 20 measure would to be prolonged with regard to candidates being exempted from taking examinations in the core general subjects, as adults who follow ordinary courses have to. In line with the committee's recommendations the measure is now prolonged and included in the new Education Act section 3-5. Another reason might be that many adults prefer this arrangement to ordinary training in an enterprise and also the fact that several new trades, not least the female-dominated ones such as the care work professions, working with children and youth, retailing, etc. were included in the measure after the implementation of Reform 94.

Resource centres

One out of every two upper secondary schools participates actively in some kind of resource centre activity in addition to their regular education and training activities. The centres promote, market and provide training measures to private and public institutions on a commercial basis. Often, the centres are organised

as separate departments within upper secondary schools, but they can also be organised as foundations or as individual limited companies. Resource centres have their own budget and are self-financed.

The main task of these centres is to stimulate co-operation between upper secondary schools and the local labour market and industry to contribute to the enhancement of competence both in working life and in schools. The centres also contribute to the task of finding new areas and forms of co-operation — between schools, institutions, public and private enterprises responsible for general education, vocational training and adult education and the local industry — that will lead to more adapted educational and training opportunities for young people and adults and create more jobs in the local community. Examples of such training tasks are courses in foreign languages for enterprises, the certification of welders for the oil industry and computer training and the placement of teachers in enterprises. Their efforts are designed to promote better use of the schools' professional and pedagogical resources and to strengthen schools' knowledge of industry. Many of the centres arrange courses for the PES as their main activity.

Institutions of higher education

Universities and colleges provide initial, further and continuing education and training for adults. There are 38 state institutions; *i.e.* four universities, six university colleges, 26 state colleges and two colleges/academies of arts and crafts.

For access to higher education, a general matriculation standard has been introduced, setting minimum requirements which include the following components:

- Successful completion of three years of upper secondary education including a foundation course, advanced course I and advanced course II (regardless of area of study), or a recognised vocational qualification/trade or journeyman's certificate.
- Six core subjects, which are either included in, or in addition to, the above-mentioned criteria. These are general core subjects from upper secondary school, and the required level of attainment is determined by periods (or lessons) per week: Norwegian (14); English (5); History - post 1850 (4) and Social Studies (2); Mathematics (5); Natural Science (5).

For some studies such as medicine, engineering and translation, applicants need additional qualifications from upper secondary school — in mathematics and natural sciences for the former, and in languages for the latter. Adults may also meet the general entrance requirements by sitting examinations as external candidates.

In upper secondary vocational areas of study, entrance qualifications for higher education may be obtained by:

1. Passing a one-year advanced course II in general subjects after completing two years of vocational education.
2. Attending a half-year course in the core subjects after completing the trade or journeyman's certificate.

Applicants may also be admitted to higher education without having passed the normal upper secondary final examination. Such students must, however, fulfil the specific minimum subject requirements mentioned above, be 23 years old or older, and have at least five years of work experience, or a combination of work experience, education and training.

From the autumn of 1999 projects have been initiated whereby students are admitted on the basis of non-formal learning to certain studies at some institutions of higher education. The Government has proposed that universities and university colleges shall have the right to admit students without formal

entrance qualifications on the basis of age (25 years or older) and non-formal learning. The relevant institution will decide if the student is qualified. (See also 1.6.1).

Adults may take higher education as ordinary students, as further and continuing education at universities and colleges or participate in courses provided by distance education institutions or study associations. Adults in further and continuing education and training at the university and college level already have a high level of educational attainment and many combine studies with full-time work. Often they must pay for education and training themselves in cases where their employer will not. All institutions in higher education are, according to the Act on Universities and Colleges, entitled to give and organise further and continuing education and training in their proper fields.

Table 6: Participants in further and continuing education[26] at universities and colleges 1998

	Participants Total	Continuing Education	Further education
Total	**94 078**	**29 400**	**64 678**
Universities	22 067	5 855	16 212
University colleges	5 508	2 499	3 009
State colleges	66 503	21 046	45 457

Source: Database on higher education.

As a response to the growing demand for flexible and lifelong learning and improved contact with potential user groups, the Norwegian universities and colleges have, in various ways, restructured their activities.

Norway's universities and colleges have been at the forefront of development and implementation of ICT in lifelong learning. All campuses have access to Internet and to *Uninett*, the Norwegian Academic and Research Data Network, which is owned by KUF. *Uninett*'s goals are to develop a national electronic computer network for research and educational services on par with the best available international academic services; to encourage the open use of standards in networking; to facilitate traffic exchange with national and international IPS; and to stimulate R&D activity in this means. *Uninett,* and Nordic co-operation through *Nordunett*, have contributed to a well-developed technical infrastructure. The challenges are now to continue the development of high-speed networks and the development of new net-based services.

Universities and colleges are engaged in net-based services to improve open and distance learning and flexible education in general. Several collaborative networks have been established during the latter years, and today offer a number of flexible courses and study programmes. (See also 3.4).

A survey of Distance Education Projects with grants from SOFF revealed that students at 55 out of 58 higher education institutions agreed that they had learnt a lot, and they assessed the distance education courses as at least of equally good quality as ordinary courses at the institution. The majority considered distance education as extremely time-consuming. Nearly half of the respondents wanted more distance education courses in their institution. A quarter wanted the same amount in the future.

2.2.2 Private providers

Private providers may offer courses providing formal competence (the same as those provided in the public school system) or courses which provide non-formal competence. Thus, private providers may offer courses in which students are entitled to financial assistance from the State Education Loan Fund, and

courses in which students are not entitled to such financial assistance. Statistics are only available for the former group.

Study associations

Education and training organised by study associations has its origin in the tradition of popular enlightenment, and is included in the Act on Adult Education of 1976. 22 study associations are entitled to state grants. The associations are voluntary, covering a variety of ideological interests as well as the interests of the disabled.

Study associations are responsible for organising education unrestricted by the set curricula and examinations of the public educational system. They determine their own study plans and the professional content of the courses. Study associations offer their courses to members as well as to the general public in all parts of the country. The most common way of organising adult education is to establish so called study circles with five to ten participants, with or without a teacher. Study associations also organise formal education. Participants attending courses which provide formal qualifications must sit exams at a formal education institution as a private candidate.

Adults who apply for courses at study associations are often found in the category "genuine adults with a strong position in the labour market". These adults often take the core subjects necessary for entrance qualifications for university and college study. In addition, study associations also recruit adult learners who wish to take courses related to leisure activities and personal development. In these courses everyone can, in principle, take part.[27] Most of the participants at study associations are women and live in rural areas.

Table 7: Study associations. Courses, participants and tuition hours 1995-98

Year	Courses Total	Participants[28]			Tuition hours		
		Total	Men	Women	Total	With teacher	Without teacher
1995	70 242	769 108	340 445	428 663	2 030 994	1 514 495	516 499
1996	67 643	743 808	329 875	413 933	1 959 524	1 515 833	443 691
1997	64 357	711 531	316 610	394 921	1 908 708	1 515 964	392 744
1998	**61 428**	**681 359**	**298 167**	**383 192**	**1 841 942**	**1 476 948**	**365 110**

Source: 1995 and 1996: KUF, 1997 and 1998: SSB.

In recent years there has been a decline in participation rates in courses provided by study associations. One reason for the decline might be that grants are linked to reports on the number of participants. Another reason may be cuts in grants to study associations in recent years (until 2000). SSB states that deviations in the figures might be due to insufficient reporting.

Study associations also provide possibilities for special target groups. The majority of efforts were targeted at the deaf or hearing impaired. A network has been established for persons with reading and writing disabilities and several projects have been targeted at access to adult learning and higher education for the disabled.

Table 8: Study associations.
Courses for special target groups, tuition hours and participants 1995-1998

Year	Course	Tuition hours	Participants Total	Percentage women
1995	2 633	88 676	21 996	61
1996	2 486	91 625	22 464	62
1997#1	2 320	78 999	20 464	64
1998#1	2 200	74 788	23 397	63

#1 Decrease in tuition hours and participants is due to under estimation; *i.e.* not all associations have reported to SSB.

Sources: 1995-96: KUF. 1997-98: SSB.

Study circles at the tertiary level are organised by study associations and may receive state grants for approximately 30% of their activities. The lower age limit is 18 years of age.[29] Upon application to the National Education Office in the county, study circle courses at the tertiary level may lead to university or college exams. Study circles must have their course content approved by a university or state college.

Table 9: Study associations.
Participants in study circles at the tertiary level according to gender and age, 1998

			Age			
	Participants total	Proportion women	<29 years	30 - 49 years	50 years >	Age not specified
Total	47 829	56	5 997	9 929	2 409	29 494

Source: SSB.

Distance education institutions

Through distance education adults have the opportunity to acquire knowledge on their own with the help of organised educational material and communication with a teacher, often combined with group meetings. Since 1993 the state has provided a sector grant system to approved distance education institutions. The students pay course fees. 15 accredited independent institutions for open and distance learning were entitled to state grants in 1999. About 700 courses offer a wide range of study areas. 60% of the courses include subjects such as economics and administration, technical science and languages. The number of leisure-time courses has been strongly reduced over the past few years. Half of the courses are aiming at passing examinations at the upper secondary or higher educational level. Participants in such courses might be relatively young adults or adults who have a need for flexibility due to family or job-situation and prefer the flexibility of distance education courses to more rigid schemes in ordinary upper secondary schools. More than 60% were courses at upper secondary, 28% were at university level.[30] The rest was unspecified.

Table 10: Distance education institutions.
Courses completed according to participants' age and gender 1993-98

	Total	% Women	<29 years	30-59 years	60 years >
1993Total	65 346	50	21 464	33 821	458
1995 Total	61 248	54	14 528	31 823	247
1997 Total	52 207	55	10 719	27 575	257
1998 Total#1	**44 731**	**52**	**8 828**	**29 141**	**200**

#1 Due to different new reporting schemes, the figures of 1998 include about 95% of the total number of participants. The numbers may therefore not be compared directly to the numbers of previous years. Also one person may have taken more than one course.

Source: 1993 – 1997 KUF; 1998 SSB.

SOFF reports that the typical distance education student at the tertiary level is living in a city and is between 35 and 45 years old. He or she is a part-time student, usually combining studies with full-time work. Many of the courses have a majority of female students. Most of the students have previously attended universities and colleges. From 1997 to 1998 participation rates declined by about 8 000 participants, but according to SSB this is mainly due to new reporting routines which imply that the figures of 1998 include about 95% of the total participation.

Folk high schools

Like study associations, folk high schools are part of the tradition of popular enlightenment. The schools, which are regulated by the Act on Folk High Schools of 1984, offer general education to young people and adults, the minimum age being 17 years. In 1999 there were 82 folk high schools in Norway. Folk high schools may be owned by counties, but most of them are owned and run by private organisations and institutions such as religious organisations and other independent foundations. The folk high schools are boarding schools providing general education courses and a variety of other courses for young people and adults. Courses of 16-33 weeks' duration as well as short courses are offered. The schools have neither standardised curricula nor examinations and the courses do not result in formal qualifications. From the academic year 1997/98 three competition points are given for folk high school studies upon applying for higher education. The folk high schools receive state grants and are subsidised by the counties. Students pay for board and lodging, but may obtain financial support from the State Educational Loan Fund.

According to SSB 4 649 of those attending one-year courses in 1998 were older than 20 years of age. Thus, the adult participation rate is not very high. Adult learners participating at courses at folk high schools do so in order to enrich their lives through personal development. It should be noted that there are two folk high schools for senior citizens.[31]

Table 11: Participants at folk high schools 1990-1998

Participants	1990	1992	1994	1995	1996	1997	1998 #1
Total	**31 255**	**31 498**	**30 843**	**30 961**	**27 878**	**29 474**	**28 236**
One year courses	12 965	12 863	12 360	11 808	10 914	12 259	13 496
Shorter courses	18 290	19 422	18 483	19 153	16 964	17 215	14 740
Converted into equivalents	**7 742**	**7 750**	**7 352**	**7 075**	**6 476**	**7 097**	**7 578**
Equivalents main courses	6899	6 878	6 558	6 248	5 726	6 354	6 967
Equivalents shorter courses	843	872	794	827	750	743	611

#1 The figures differ from the figures in current educational statistics 3/99, as those were temporary and are changed here.

Source: KUF.

Private schools

Compared with other countries Norway has few private schools and no specific private school tradition. In fact, a characteristic feature of the Norwegian system has always been the dominant position of the public system. An Act of 1985 on State Grants to Private Schools (in force since 1986) acknowledged that private schools have a right to exist alongside public education (under the authority of state, county or municipality). Since the introduction of the Act there has been an increase in the number of private schools receiving state grants, from 167 schools in 1987 to 203 in 2000.

Private schools at the primary and secondary levels are primarily regarded as a supplement to public schools rather than competitors. Most private schools are founded on a particular religious denomination, philosophy of life or alternative educational approach, or they offer essential training that state schools are unable to supply. There are also a number of privately run colleges, especially in the fields of economics and administration, health, sciences and teacher training. Approved private schools normally receive state support. A wide range of courses is offered by private institutions for adults who require preparation for external examinations.

A law administered by KUF regulates the recognition of study programmes at, and state funding of, private higher education institutions. There are 30 private higher education institutions with recognised study programmes, of which 19 receive state funding for part of their activities.

2.2.3 "In-between entity providers" of education between the upper secondary and higher levels (either private or public)

Technical schools

Skilled workers can build on their trade or journeyman's certificate by attending a technical school. Technical schools are public schools owned and managed by the counties. The main purpose of technical schools is to provide education for persons having a relevant trade or journeyman's certificate and a minimum of two years' background in a specific trade covered by the Education Act. Technical schools

provide training that builds on the existing practical experience of students. Simultaneously, they provide leadership education.

Successful completion of studies at a technical school confers the status of technician and provides entrance qualifications to higher education institutions which offer further specialisation in the same field, in engineering for example. However, technical schools are not mainly a method for obtaining admission to engineering colleges, but provide independent education for managers and foremen. New admission requirements and study programmes came into force in Autumn 1999. The technical schools are now regulated under a preliminary Act.[32] It is within the responsibility of county municipalities to provide education at technical schools within the 375% quota.[33] County municipalities are obliged to co-operate in order to offer opportunities at this level in one or more counties.

Other in-between-entity providers

The Norwegian Institute for Studies in Research and Higher Education (NIFU) has charted the educational opportunities available for adults at the level between upper secondary and tertiary education, *e.g.* technical schools, bible schools, schools providing education in the field of arts and crafts and for secretaries etc.[34] In total there were 254[35] types of education and training opportunities for adults at this level in 1999, and the total number of participants was 10 538. A Government Committee has reviewed and assessed different types of education and training opportunities that are neither part of upper secondary nor higher education. The committee submitted its report in March 2000.

The committee proposes that all educational opportunities at this level should be organised under a common Act with a common regulation for quality assurance. The Ministry of Education should have the overall responsibility for the education and a national council should be appointed as a strategic advisory body to the Ministry. Also, advisory councils should be appointed with representatives of partners and organisations relevant to the subject area of study. The educational provider should be in charge of organisation of the education.

Educational opportunities at this level should be based on the following criteria: the education and training must be vocational or cover another documented need for such education and build on upper secondary education. Access to such education is to be based on successfully completed upper secondary education or equivalent documentation of non-formal learning. The education should lead to a qualification after one or two years' full-time studies. The curriculum should be modularised and able to assess the education in relation to higher education. The educational provider is given the responsibility of recognising, evaluating and assuring the quality of the education.

2.2.4 Labour market training (LMT)

The aim of LMT is to provide the unemployed with skills to enhance their job possibilities, thereby reducing the gap between qualifications of job seekers and the needs of the workplace. It also motivates the unemployed to pursue continuing education and training to improve their existing skills, focusing on the strengthening of their competitive abilities in the labour market and the qualifications needed for vacant positions. In LMT the following groups are found: adult immigrants, young and older adults, long-term unemployed, individuals at risk and others who have a low level of educational attainment.

Table 12: LMT courses and participants 1990-1998

Year	Courses	Participants
1990	4 195	58 200
1992	4 729	58 233
1993	4 959	62 390
1994	4 850	63 081
1995	5 000	61 200
1996	3 300	52 260
1997	2 645	39 787
1998	2 445	32 869

Source: Directorate of Labour/SSB.

The main reason for the declining number of courses in recent years is the improved labour market situation and declining unemployment rates.

In the first half of 1999, 55 000 disabled persons were registered for vocational rehabilitation at employment offices. Disabled persons are an important resource for the labour market; it is therefore important that efforts be made to clarify what type of assistance is needed to enable them to access the job market. A wide range of services developed by the PES, including information, guidance, and placement assistance to schemes specifically designed for disabled job seekers, is offered.

2.2.5 Enterprises and on-the-job training

The workplace is an important source of new knowledge for adults. The primary responsibility for competence building in the workplace lies jointly with employers, employees and their organisations. A major part of competence development in public and private enterprises takes place through in-service or on-the-job training and in-house or external courses. Labour unions and employers' federations are important actors in on-the-job skills development. The basic agreement between LO and NHO emphasises competence development as a highly central instrument for the promotion of skills in working life. The agreement encourages enterprises to allow employees with at least three years seniority in the enterprise to take out a full or part-time study leave if the competence development measure is of value for the individual employee or the enterprise. It is a condition that all applications must be assessed according to the same criteria if the employer applies for economic support. Enterprises are also encouraged to emphasise participation in continuing education and training, general education, vocational training, adult learning and re-training measures to prevent competence gaps from developing within and between enterprises. The agreement system has the advantage that it is flexible and can be adapted to the needs of different areas covered by the agreements. It will also be possible to favour special groups. Many of the branch organisations provide further education for their members. LO and NHO also agree that a system must be established which boosts further and continuing vocational training in order to increase the skills level in working life in a targeted way.

Today, in-service training takes place in the workplace, and is often provided by private consultant companies that specialise in supplying commissioned courses to enterprises. Since this type of resource development is less visible than the public system it has been characterised as "the shadow system" (Nordhaug, 1991). Thus, it is difficult to find information about enterprises' involvement in competence development as the system has received scant attention from researchers. Some data exist however.

In the 1980s, with the increased focus on the need for retraining and competence development in the labour force, the Government financed several studies on competence development in working life. Most of these

studies were focused at specific trades and single enterprises. Some of the studies — *e.g.* those conducted by NVI) — focused on barriers to continuing education and training. The Survey on working life (ABU) conducted by SSB and the Institute for Social Research (ISF) in 1989 was the first survey to provide data on enterprise-based training. The survey was reported to the OECD and was part of the background material for the *Employment Outlook* chapter on enterprise-related training in July 1991 (OECD, 1991). The Survey was followed by a new survey in 1993. An article published by ISF in 1996[36] builds on the two surveys on working life (ABU) from 1989 and 1993. It shows that access to continuing education and training is higher among employees with a high level of educational attainment than among those with a low level. Skilled workers receive offers of education and training more often than unskilled workers do. The amount of training provided is reduced the older an enterprise is. Big enterprises provide more training than small and medium-sized enterprises. Most of the education and training provided focuses on broad competencies which are applicable in occupations other than the current one. (For information on economic returns, see section 2.4).

A 1996 survey shows that 90% of private enterprises were engaged in continuing education in that year. Consultant companies are particularly used by private enterprises. The labour market authorities also buy courses from both enterprises and private consultant companies. In 1997 there were 938 consultant companies providing competence development measures to enterprises. A total of 93 800 customers participated in measures provided by the consultant companies.[37]

2.2.6 Participation in adult learning — a 20-year perspective

NVI has conducted a 20-year review[38] of participation in adult learning based on two surveys from 1978 and 1996.[39] The results are summarised in the box below.

When comparing the 1978 survey with the 1996 survey it is important to take into account the changes that occurred in society which had impact on the participation rate in adult learning activities. From 1970 to 1994 the share of the population over 18 years of age who had above compulsory school qualifications increased from 30 to 60%.[40] Traditionally, adult women have had a lower level of education than men. In 1994 35% of men and 45% of women over 18 years of age had completed upper secondary education (SSB 1995).

When unemployment began to soar in the beginning of the'80s, with the number of registered unemployed increasing from 16 127 in 1977 to 110 280 in 1994[41], the number of people attending labour market courses also increased. In 1987 the number of people attending labour market courses was 11 300, in 1989 it was 51 800 and in 1994 it was 77 277. Engesbak (1995) found that one of the motivations adults have for attending adult education is to improve their situation in the labour market. This implies that adult education during the 20-year period in question became more vocational or workplace-oriented, as well as more strongly connected to prospects of employment.

Box 1: Participation in adult learning — a 20-year perspective

In 1978 24% of the adult population participated in adult education courses, of which 11.3% participated in work-related courses. In the 1996 survey 39.5% of those interviewed had participated in adult education courses, of which 30% participated in work-related courses.[42] This represents a considerable increase in participation during the 18 years in question.[43]

In the 18 years that passed between surveys the proportion of women who participated in work-related courses increased by about 400%. The increase among men in the same period was 100%. Even though men still participated to a larger degree in work-related courses, these results might indicate a slow progression towards an equalisation between the sexes. The 1996 survey showed that men participated to a larger degree than women in general education

courses, while they participated to a lesser degree than women in courses related to hobby and leisure. This supports the assumption that men participate in courses that will improve their career prospects, while women participate for self-development.

Comparing the two surveys with regard to level of participation and age shows two tendencies:

- Participation in adult education has increased for all age groups
- The decline in participation rates starts at a higher age than it did 20 years ago

The greatest increase in participation rates is found in men aged 50-59 years old and women aged 40-49 years. Even though participation rates have increased among women in all age groups, men still have higher participation rates than women, except for among 40 to 50 year-olds. In non-work related courses, the increase in participation rates has been higher among men aged 40 to 67 years.

Traditionally the tendency has been that adults with a high educational attainment level participate to a larger extent in adult learning than those with a low educational attainment level (Skaalvik and Knutsen 1979; Gooderham and Nordhaug 1984; Setsaas, 1985). Results from both surveys support this theory, as the participation rate increased the higher the educational attainment level was. In 1996 the proportion of adults that had participated in work-related adult learning activities the last two years was four times as high in the group that had completed higher education than in the group that had only completed compulsory schooling.

In the age group 30 to 59 years (1996 survey) differences in participation rates between groups with different educational attainment levels were greater for courses which were not work-related than for courses which were. This could imply that adults who have completed compulsory education show a generally lower motivation to participate in education and training. On the other hand, adults in the age group 30 to 39 years were motivated for courses that would improve their career possibilities. Data from the 1996 survey also showed that participation in work-related courses declined at the age of 40 among adults who were at the lowest level of education. Among adults with the highest level of educational attainment (university or college level) however, participation rates in the age group 40 to 59 years increased compared to participation rates in the age group 30 to 39 years. Among those who had a university or college education 61% of the age group 40 to 60 years had participated in work-related courses during the last two years. This shows that from age 40 participation rates decline among those who build on upper secondary vocational training, while participation rates stay high for a longer period among those who have completed some kind of university or college education.

The 1996 survey[44] showed that adult learners below 40 years of age had the highest motivation for further training. The survey also showed that although motivation declined with age, until the age of 60 there remained about 50% who wanted to participate. When comparing the rates on motivation for further learning and the actual participation rate for the group under 30 years of age, a disproportion was found. The higher the level of educational attainment among adult learners above 40 years of age, the higher the proportion was of those who wanted to participate in additional learning activities, as well as use the opportunity of study leave. Among those who were less than 40 years old, the level of educational attainment did not have any significance. There was a weak tendency that more men than women were motivated for participation and study leave among those with the lowest level of educational attainment. More women than men were motivated for further study among those with a high educational attainment level. The highest motivation factor for participation in adult learning was related to job and career. Half of the respondents in the group who had completed university or college education said they wanted to participate in continuing training even after they had reached 60 years of age. Among those with low level of educational attainment there was low interest in adult learning, particularly among the oldest respondents. However, among the youngest respondents difference in educational attainment level was not related to their motivation for participation. This might imply that those who have low education find it necessary to participate, while those who have completed higher education have a genuine interest in participating.

A report[45] published by FAFO in 1997 shows that three out of four employees (*i.e.* 75%) had participated in formal continuing education and training during the last five years (1996). 33 enterprises were surveyed. On average 1.5 to 4.5% of working hours were used for competence development. Most measures covered short-term needs. Most employees wanted training that would improve their skills in their current position. Most employees defined their educational needs themselves and asserted (independent of educational level) that on-the-job training was the most important source for competence development. The average duration of training measures was 13 months. There were small differences between men and women, but

large differences between branches and between the private and public sectors. Employees in the age group 30-39 years with a high level of education participated more than others. Those who did not participate stated they did not have a need for more formal education.

A new survey[46] published 31 May 2000 confirms these tendencies. 70% of people aged 18-79 have participated in courses the last three years, of which 60% participated in work-related courses, 12% in general education courses and 18% in hobby and leisure courses. Almost 60% attended work-related courses in order to improve their skills in their current job. Highly educated adults participate more than less educated adults, and most courses are provided during working hours and paid by the employer. This shows an enormous growth in participation as well as a shift towards economically founded courses and courses which lead to formal qualifications.

A report[47] published by the Centre for Economic Analyses (ECON) in co-operation with different research institutes in 1999 concluded that the authorities focus too much attention and too many resources on basic and continuing education in Norway compared to the necessary level of skills in the population and needs of the labour market. The report predicts a shortage of unskilled labour in the future, and also claims that the expansion of the capacity in Norway's higher education system that has taken place is a mistake. The report predicts a conflict between university and college graduates and more experienced seniors with less education. These predictions have lead to a general debate about the population's level of educational attainment.

This disagreement might be due to the fact that different actors define the concept of competence differently. Competence is not the same as education. When managers in enterprises talk about competence development, they do not necessarily refer to formal competence acquired through education. When politicians have discussed needs for competence however there has been a tendency to discuss school politics. In labour market policies the definition will focus on qualifications in relation to a job.

2.3 Financing and costs of adult learning

Government grants are decided annually through debates on the National Budget in the Storting. There are no official statistics available that provide information on the cost of adult learning contributed by adults, according to types of provision. The Ministry of Education does not have sufficient information about how municipalities and county municipalities use block grants to provide learning opportunities for adults.

Tuition is fully covered by the Government, *i.e.* there are no course fees in the following areas:

- Primary and lower secondary education for adults.
- Upper secondary education for adults.
- LMT.
- Norwegian and social studies for adult immigrants.
- Primary and lower secondary education for immigrants (16-20 years).
- Higher education (initial education - see description below).

Tuition at private institutions at all levels must be covered by the adult him/herself and or his/her employer. This also applies to educational material and other equipment needed to attend courses. Tuition fees vary from course to course, but are relatively high particularly at the tertiary level.

Block grants to municipalities and county municipalities

The former earmarking of grants to primary and secondary education from central to the municipality and county authorities was abolished in 1986 and replaced by a new grant system whereby municipalities and the county authorities receive a lump sum (block grants) covering all central government support for school education and culture as well as health services. This was done in order to increase the autonomy of municipalities and counties and to provide them with a better basis for planning their economies. Decisions about economic priorities for adult education at public primary, lower secondary and upper secondary schools lie with municipalities and county municipalities.

As of 1991 state grants earmarked for training of special target groups have been included in the sector grants (block grants) to municipalities and counties. As for financing of education for adult immigrants (Norwegian with social studies and primary and lower secondary education for immigrants aged 16-20 years) the funds are still earmarked.

Adult apprentices may not receive wages during their training period in an enterprise, but during the period of work participation he or she takes part in the activities of the enterprise and is paid accordingly, as stipulated in the wage agreement for the trade.

An examination fee is required for private candidates at the upper secondary level. The fee is NOK 210 the first time they take the examination, afterwards it is NOK 420 per examination. For immigrants and refugees who have participated in a course in Norwegian language and social studies the language test is free the first time. Adults who have not attended a course and those who want to take the test again must pay NOK 500.

Grants to accredited private institutions at primary, lower secondary and upper secondary levels

Accredited private institutions at primary, secondary and upper secondary level receive state subsidies according to the Act relating to Private Schools. Private primary, lower secondary and upper secondary schools receive state grants to cover 85% of the running expenses for all tuition provided in accordance with the new Education Act.[48] The grant is calculated according to the normal rate for full-time students. Private upper secondary schools offering vocational programmes that do not have parallels in the public system receive state grants equivalent to 75% of the support rate to cover running expenses either based on budget and accounts or according to the normal rate for full-time students. Tuition must be equivalent to half a school year.

Grants to technical schools and other providers at the level in-between upper secondary and higher education

Technical schools are currently financed through the 375% quota included in the block grants provided to county municipalities. A committee that submitted its report in March 2000 proposes that the state should be given the economic responsibility of education at this level. Public providers should receive state financing per student, private providers should receive support per student in accordance with the Act of Private Schools. Tuition should be free in public institutions, while students in private institutions should pay a fee.

Financing of higher education institutions

Higher education institutions are funded directly by KUF, generally in the form of framework allocations (c.f. the Act on Universities and Colleges). Tuition at public higher education institutions in Norway is free, but students have to pay a small fee — NOK 370 each semester — for student welfare services. For continuing education and training provided at public higher education institutions students pay fees.

Private higher education institutions receive state subsidies according to the provisions in the Act related to Private Colleges. In order to receive grants to cover running expenses the institution must have existed for at least one year. It must have a religious or ethical foundation, represent a pedagogical alternative to public higher education institutions and offer tuition in areas not covered by public higher education institutions. Rates are set according to the support rate for full-time students in the public institutions, and as a percentage of the support rate.

In the case of continuing education and training at state-run institutions of higher education, the rule has been that a user fee could only be charged for courses of study that rate ten credits or less. As of 19 January 2000 new guidelines for the use of fees are applicable. The general principle is still that basic study programmes are free, but institutions are given an extended possibility of charging a user fee. SOFF has also provided support for the development of about 200 open and distance learning projects at Norwegian universities and colleges.

The Government has allocated NOK 7 million in 2000 to a "University of Industry" — a co-operation project between the University of Oslo and the Norwegian University of Science and Technology (NTNU) in Trondheim. The aim is to offer continuing education and training to enterprises.

Financing of study associations, distance education institutions and folk high schools

The Act on Adult Education regulates responsibility, organisation and conditions for public grants to study associations and distance education institutions. The allocation of state grants to study associations, including study circles at the tertiary level, is linked to a legal system of criteria including age limits, number of participants attending courses and attendance criteria. Grants allocated to administration and running expenses are based on the number of study hours in previous years, though KUF might differentiate the allocation according to priority areas. Special state grants are also allocated for pedagogical development work in study associations, and organisations with nation-wide activity receive state grants for running expenses and service functions for accredited study associations under their auspices. Study associations may also receive grants from the municipal and county authorities, and many of them do. The state's financial support to accredited study associations was NOK 1 91.5 million in 1998. After some years of retrenchments, grants are increased in 2000 (see table 13).

The National Education Offices are in charge of allocating grants to study circles at the tertiary level to county municipalities upon application from the study association. The grant may not cover more than 80% of the study circle's costs for teacher salaries and travel expenses. Grants are not given for educational material used by participants in study circle activities provided by study associations. Thus, students pay fees, though because study associations encourage democratic participation they are not very high. Course fees are decided by those who arrange the various courses and study circles. Educational material must be covered by students themselves or their employer.

The allocation of grants to distance education institutions is linked to the following criteria:

- The course must be organised as distance education.
- A study programme must be made for the course.
- The study programme must be approved by KUF.

Also, common entities in which distance education institutions are members may receive state subsidies. The state's financial support to accredited distance education institutions was NOK 38.4 million in 1998 (account figure). On average this constitutes about 15% of the total course cost. The rest is paid by the student him/herself or his/her employer. The estimated total amount used for open and distance learning courses organised by the accredited institutions was in 1998 NOK 178.6 million. Educational material must be covered by students themselves or their employer.

The Act on Adult Education and the new Education Act[49] are characterised by basic principles of redistribution and equal opportunity. This implies *inter alia* training for special target groups, such as people with insufficient basic education, heavy family obligations and physical or mental disabilities. The school authorities, study associations and other NGOs arrange training for special target groups. According to the Adult Education Act KUF may contribute to tuition for special target groups provided by study organisations or nation-wide organisations. These efforts are targeted towards courses for groups that, due to insufficient skills and knowledge, have a difficult life or family situation and are restrained from participation in working life and social activities in general, such as the disabled, persons with low level of educational attainment, adult immigrants and persons with special or difficult family obligations.

Grants are not given if the measure is already covered within the Social Security System or other Public Services. Priority is given to efforts which increase equality status and democratisation, with special emphasis on:

- A reduction of participant's costs.
- Outreach activities and development work for educational measures specially designed for the demand of special target groups.
- Courses for employee representatives (shop stewards). The grant is limited to cover 2 of 100 members of an employee organisation taking part in courses each year.

The Act relating to Folk High Schools contains provisions for state subsidies for running expenses of schools. Public funding covers about 50% of the costs of folk high schools, five sixths by the State and one sixth by the counties. It is also possible to apply for special grants for special purposes. Students at folk high schools pay on average NOK 33 000 for one year of full-time study (Source: SSB). The state's financial support to folk high schools was NOK 327.1 million in 1998 (account figure).

Financing of enterprise-based training

Today there are different arrangements and agreements in individual enterprises and branch organisations, as well as agreements between the social partners allowing adults to take study leave and receive employer-financed education. No official statistics are available for employer financed education and training. Estimates indicate that Norwegian enterprises set aside NOK 11.5 — 18 billion for competence development each year.[50] Different studies do however give different estimates of competence investment. Some research shows that the private sector uses 5% for educational purposes. Another survey of 11 private enterprises indicates 1.4 to 4.5% for this purpose. The picture in the public sector is equally confusing. Employees in the ten state enterprises surveyed by FAFO in 1999[51] used on average 6% of their working hours for education and training measures. Figures from 141 state enterprises show that enterprises use on average NOK 11 000 per employee each year. This figure is not representative for the state sector however, since large state enterprises were not part of the survey conducted by FAFO. Other surveys indicate that the state sector sets aside more than 5% and the municipal sector more than 7% of their wage budgets for competence development.

Training establishments that take on apprentices receive support from the county authorities pursuant to regulations issued by KUF. The majority of the activity is privately financed, however. Additional government grants are given to enterprises that increase the number of apprenticeships and to enterprises which take on apprentices for the first time. Furthermore, enterprises that take on disabled apprentices receive additional grants.

The Adult Education Act contains provisions concerning state grants to enterprise-based training taking place within or in association with an enterprise and which is relevant to its work. Enterprise-based training must thus be organised in co-operation with public institutions, folk high schools, NGOs entitled to grants,

national associations of enterprises or under the direction of the enterprise itself within the frame of the Storting's annual grant. The state contributes 80% of the cost factor decided upon.

The Norwegian Industrial and Regional Development Fund (SND) provides support to enterprises for competence development measures in addition to loans and investment grants. Grants for competence development may cover up to 50% of costs of the continuing education and training project; *i.e.* private consultants may be hired by the enterprise to provide training in the workplace or employees may attend external courses. The measures must be in the nature of investments that are made as part of the enterprise's competence-building strategy. In the National Budget 2000 it is emphasised that SND should strengthen its efforts aimed at competence building in the workplace. The new competence-building programme, which is operated by NFU, is an important new initiative for competence development in the workplace.

Financing of LMT and unemployment benefits

LMT is fully financed by the state. Whether or not a person is eligible for unemployment benefits in Norway is based on previous income. The unemployed must have earned at least NOK 58 688 (1999) in order to be eligible for unemployment benefits. It is an absolute requirement that all benefit recipients are job seekers, even if they are participants in LMT courses[52] and Trainee Place Schemes. Participants in such schemes can receive unemployment benefits if they are entitled, or a grant of NOK 160 (youth below 19) or 215 (above 19) a day (per 1999) from the PES. In addition, allowance for dependants and travel costs may be given. The PES also provides special assistance in the area of job placement and training places for those whose unemployment benefit entitlement has expired. If slots in programmes are not available, they may receive financial support at the level of their earlier unemployment benefit.

From 1993 (when unemployment was at its highest) to 1998, allocations to LMT have decreased from NOK 2 389 million to NOK 1 023 million. (See table 13 also). The main reason for this decline the last years is the improved labour market situation.

Table 13: Government allocations to adult learning in the National Budget 1994-2000, NOK millions[a]

Category /chapter	1994	1995	1996	1997	1998	1999	2000 Budget
Allocations category 7.50 in the national budget	941 6	913 8	944 4	926 3	982 2	1094 6	1191 8
Study associations	209 5	209 5	211 6	206 3	191 5	209 5	211 5
Of which:							
Special target groups	22 1	22 1	22 2	22 7	23 2	24 1	Figure not comparable to previous years
Folk high schools	353 2	348 4	352 5	343 3	327 1	356 3	371 3
SRV	38 8	38 5	41 5	42 0	46 9**	57 7**	65 6***
Adult immigrants	276 3	296 5	275 6	259 8	310 7	358 0	360 8****
Distance Education	45 7	45 5	45 2	39 6	38 4	38 8	26 9*****
Training shop-stewards	5 0	5 0	5 0	5 0	5 0	5 0	5 0
Labour Market Training*	2 284	1 887	1 666	1 342	1 023	727	844

a) The figures for 1994-98 are account figures, except for LMT which is expenditure. The figures for 1999-2000 are budget allocations, except for LMT which for 1999 is expenditure and for 2000 is planned expenditure.

* *Source*: Directorate of Labour/SSB

** Includes commissioned courses and development funds directed towards adult immigrants

*** Includes allocations to SRV, NVI and NFU

****Includes additional allocation of NOK 48.6 million in revised National Budget 2000.

***** The figure is not comparable to previous years

Source: KUF.

The table provides an incomplete picture of the total costs of adult learning, as neither resources used in municipalities, county municipalities, nor at universities and colleges are included. State grants to private providers and resources used in enterprise-based/in-service training and the part of the learning provision paid by adults themselves are not included.

Funding of subsistence and the tax regulation

The policy of encouraging equal opportunities in access to education irrespective of social, economic and/or geographical background is reflected in legislation concerning loans and grants to students. Since 1985-86 loans and grants have been awarded following regulations that are valid for the academic year in question, in accordance with the Act on Student Loans to Pupils and Students, with subsequent amendments. Since the rules apply primarily to young, first-time students, loans and grants may be insufficient for older applicants.

Participants in all courses at public institutions and courses at private institutions with parallels in public institutions are eligible for support if they meet the requirements of the scheme. There are also other courses provided by in-between entities, in which the participant is eligible for support if he/she meets the requirements.[53] It is possible to receive support as a part-time student if the course is equivalent to 50% of a full-time course. A student may earn NOK 3 550 per month before deductions are made in the support. If the applicant earns more than NOK 7 000 per month scholarships are usually not awarded. This limit has turned out to be too low for the needs of adults.

Even with the increase in the limit for means tested against one's own (to NOK 5 000) and spouse's income (to NOK 16 700) as of the school-year 2000/2001 (see section 1.6), this might not be enough encouragement for many adults to participate in courses if their employer is not willing to pay for tuition, particularly at the tertiary level where tuition and course fees required at private institutions are relatively high. Many young adults are still enrolled in initial education until their late 20s. (In 1996 the average age at which half of the cohorts entered work was 24.6) (OECD, 1996). These young adults will most likely not yet be permanently employed, or will have family obligations and mortgages to pay, and will therefore not have an income which prevents them from receiving full benefits through the State Education Loan Fund. Most beneficiaries are found in the age group 20 to 29. Adults over the age of 30, however, will most likely be in a different life situation and therefore more dependent on their employer to pay for courses. According to SSB only 7.7% of support recipients were above 30 years of age in 1998. This figure includes adults in upper secondary and higher education. In this perspective the organisation of student welfare (*i.e.* student housing, canteens, kindergartens, medical services, sports facilities and the like) is also of great importance for the recruitment of adults who want to finish an incomplete initial education or attend further and continuing education courses at higher education institutions.

The basic agreement between LO and NHO emphasises that the costs of continuing education and training must be in accordance with the needs of the enterprise and that it is the responsibility of the enterprise to ensure this. The Government operates on the basis that if the employer and employee organisations wish to establish special schemes to finance subsistence during continuing education/study leave in addition to public study financing, it is a task for the organisations. In the wage settlements in 1999 and 2000 the social partners discussed the development of funding schemes, but no conclusion has been reached so far.

The new Regulation on Tax Exemption for Employer Financed Education that has been applicable as of the income-year 1999 applies to employers' coverage of:

a) Education, examination fees, school books and other material needed to follow the course. Travelling costs between home and educational provider is treated according to the same rules as travel costs between the home and the workplace.
b) Employees' travel costs to the premises of the educational provider and costs for housing outside the home, including travel costs to the home, in case the employee has to live away from home.

The tax exemption only applies if the education:

a) Gives formal competence which may be used in the employee's current position or in a future position with their current employer
b) Is financed in connection with expiration of a current position and provides competence useful when applying for a new position.

2.4 Economic and social return from adult learning

2.4.1 Returns of adult learning 1980-1995

An article published by ISF in 1999[54] deals with economic returns from adult learning in Norway for the period 1980 to 1995. The indicator for measuring economic returns used in the article is the increase in hourly wages after participation in education and training of one year's duration.

The article points out that the economic return from adult learning increased at the beginning of the 1980s from 4% in 1980 to 6% in 1983. At the end of the'80s economic returns from adult learning declined again and stabilised at about 5% in the ten-year period until 1995. From 1983 onwards the economic returns from adult learning were lower in the public sector than in the private sector, although both sectors

experienced a decline. After 1991 the return from adult learning declined in the public sector while it increased in the private sector, particularly after 1993. On average wages increased by 6.5% in the private sector and 4.5% in the public sector. With the exception of 1995, women had higher economic returns from education than men.

1980 to 1993 was a period in the Norwegian economy when inflation was high, income levels rose and unemployment rates were low, though rising among adults with a low level of educational attainment. The shortage of, and thus increased competition for, employees with a high level of educational attainment increased relatively compared to the shortage of employees with a low level of educational attainment. In the period between 1987 and 1990 wages were regulated, resulting in only small increases in income levels. In the first half of the 1990s wage formation was moderate. In 1986 unemployment rates started to increase and from 1987 unemployment rates increased also among adults with a high level of educational attainment. Unemployment rates continued to rise until 1993. Unemployment rates declined from 1993 to 1995, but were still at a high level. From the end of the 1980s there was a sharp increase in students taking higher education.

On average women experienced a wage increase of 5.5% and men a wage increase of 4.9% from 1983 to 1995. However, in general women (at all educational levels) earn less than men in Norway. The fact that women had a higher economic return from education in this period means that the average difference in wage levels between men and women declines the higher level of education a person has. The differences in wage levels between men and women are thus greater among employees with a low level of educational attainment.

From the end of the'80s there was a tendency of equalisation in wage levels between men and women. From 1993 to 1995 the equalisation was a result of greater increase in returns among men than among women. From 1993 unemployment rates began to decline and so did returns from education in the public sector. Differences between the public and private sectors increased by 1.6 percentage points in 1991 to 3.7 percentage points in 1995. Since men are over-represented in the private sector while women are over-represented in the public sector, this development might explain the equalisation in returns from education between men and women which took place at the beginning of the 1990s. This does not however explain the equalisation between men and women which occurred from 1987 to 1991.

The developments must be seen in light of fluctuations in the demand and supply side of the labour market and conditions for wage formation in the public and private sector in the period. International studies show that the economic return from learning has increased in many OECD countries over the last two to three decades. A reason why this tendency was not evident in the Norwegian labour market until 1983 might be economic cycles in the market combined with regulations on income and the expansion of the education system. The stabilisation of returns from adult learning experienced as of 1991 in the labour market as a whole is caused by the fact that developments in the public and the private sector outweighed each other. The increase in returns in the private sector from 1991 might be ascribed to the fact that income regulations were abolished in 1990. In the Norwegian economy there was also a relatively larger shortage of employees with a high level of educational attainment after 1980, but this only leads to bigger differences in wage levels if income settlements are relatively decentralised. The reason for the opposite development in the public sector might be ascribed to the moderation line in LO's wage profile.

An article published by ISF in 1996[55] builds on two surveys on working life from 1989 and 1993. The article shows that enterprise-based training has a positive effect on wage levels. In 1989 employees had an increase of 4.5% in hourly wages when attending formal education and training provided by the current employer and 8.1% if a former employer had provided the training. This shows that education combined with mobility gives higher economic returns. The results from 1993 showed that employees who have a job which requires a period of training of at least one year's duration had an increase in hourly wages of 8.8%

after completing the training. Those who had a job which required a training period of one month to one year had on average an increase of 2.7% in hourly wages.

2.4.2 Findings from the training programmes for at-risk or unemployed adults

Two articles published by ISF[56] looked at returns from LMT measures. One of the articles focused on the likeliness of getting a job after completing a LMT course, the other focused on economic returns related to participation in LMT courses.

The first survey included 88 974 persons (registered unemployed), of which 8 807 participated in LMT courses. The results showed that persons who participated in ordinary LMT courses increased their possibilities of receiving a job compared to those who did not. On average 36% participated in LMT courses. Among the participants in LMT courses 41% were employed at the time of the survey, while only 26% of the unemployed in the selection were employed at the time of the survey. 20-29 year-olds had better chances of getting a job than the reference group of 30-39 year-olds. Persons over 50 years of age had the least chance of receiving a job. Persons with a high level of educational attainment were more likely to receive a job than others. Long-term unemployed had greater returns than short-term unemployed, in that the likeliness of receiving a job offer increased when they had participated at a LTM course. Groups who had not been previously employed did not experience high returns from participating at a LMT course with regards to their employability. Other surveys have, however, shown that participation at LMT courses might encourage this group to participate in other education and training schemes.

In the second article economic returns were measured after participation in LMT courses. The study focused on the following: Will the unemployed have an increase in yearly income after participating in LMT courses? The study showed that unemployed who participated in LMT measures during the period 1991-1992 had an increase of about NOK 7 000 or 6% in their yearly income compared to those who did not.

SECTION 3 CHALLENGES — ISSUES, PROBLEMS AND GOOD PRACTICES

3.1 Pedagogics and methods

3.1.1 Curriculum content and modularisation

The Core Curriculum for primary and lower secondary, upper secondary and adult education emphasises that "*the educational system must be built in such a way that adults can be given the same opportunities as the young people of today. A basic education will no longer be sufficient for the lifelong practice of a job. Readjustment and the subsequent renewal of knowledge will be the stable ingredient of life. The knowledge adults have acquired through basic education must thus be maintained and renewed. The educational system must be open, making it possible to resume an education at any time of life and from any trade or profession, without meeting major, formal obstacles.*"

The Core Curriculum is an incentive for lifelong learning in the sense that its objectives emphasise broad competencies. The objectives the student is supposed to work towards are described in the frame of six different "types of human beings"; *i.e.* the spiritual human being, the creative human being, the working human being, the liberally educated human being, the social human being and the environmentally aware human being. Together these constitute an ordered whole, "The integrated human being". By studying the "contents" of the objectives in the framework of the six human beings, a presentation is given of a broad concept of knowledge which is thought to better prepare children, young people and adults for the challenges they will encounter personally, in society and in working life. The Competence Reform for adults is also based on a broad concept of knowledge.

In addition to the Core Curriculum, the national curriculum of primary and lower secondary education (L97) includes principles and guidelines and curricula for specific subjects. Primary and lower secondary education for adults comprises five subjects. Norwegian, Mathematics and English are mandatory subjects. In addition, adults must sit exams in two out of three subjects: Natural Science, Social Science or Christianity and other religious and moral education. It is possible for adults to sit exams as regular students or as external candidates. As an aid for teachers of adults, a methodological guide adapted to the subject-specific curricula in L97 was implemented as of the academic year 1999-2000 (this replaced the separate curricula for adults of 1992).

Adult learning at the upper secondary level must be in accordance with the curriculum of upper secondary education, which consists of the Core Curriculum and curricula for each subject and course in upper secondary education, including apprenticeship training in an enterprise. Content of the subject-specific curricula is established through the specification of objectives and learning targets based on knowledge of which type of competence the future society needs and of the educational methods that will most effectively develop the required competence.

General education is an integral part of vocational training, with common curricula in the general core subjects: Norwegian, English, Mathematics, Natural Sciences, Social Sciences and History (post 1850). The distribution of subjects and the periods of general subjects are the same for all vocational areas of study.

Prior to Reform 94 there were separate curricula for upper secondary schools, apprenticeship training, adult education and LMT. Today, there are common curricula regardless of which group receives the training and whether it is given at a school or in an establishment. Target group adjustment, *e.g.* of disabled and adults, is done locally. The curricula are modularised in order to provide adults with varied

opportunities for repeated returns to education and training throughout working life. The modules are organised as components of the broader programmes and provide a partial qualification allowing those taking the modular course to either construct their own skill profile or aim at full upper secondary qualifications over time. The modules may be organised as a subject or part of a subject or related to a certain working process within a vocation. The smallest possible modular unit is 2 hours.[57]

In 1997 a guide for LMT in accordance with the modularised curricula of Reform 94 was developed between the two Ministries (KUF and AAD) and the Directorate of Labour. The guide encourages co-operation between regional labour market and school authorities when designing courses for unemployed job seekers. In Nordland County for instance, the labour market authorities have tried out a project where the modularised curricula are used to tailor measures specifically for unemployed and job-seeking adults. Intake has been based on validation of non-formal learning. The curricula's modular structure has been used in the design of courses for the unemployed, so that they gain a partial qualification valid in the formal education system as well as the skills necessary for a particular job.

In Report No. 32 to the Storting (1998-99) on upper secondary education the modular structure of the curriculum was discussed and the Storting asked the Government to revise the curriculum modules to make the definition easier to understand. The social partners would like more flexible structures in existing programmes, and have therefore proposed a further modularisation of specialised subjects related to the trade, in order to make it possible to tailor competence profiles to the needs of both the individual and the enterprise. Upon a restructuring of the modules, the social partners would like to decide which modules are necessary for the trade or journeyman's certificate. The Training Council for Electromechanical, Mechanical and Engineering Trades (ORMET) recently submitted its first report to KUF for the project called "Education and Training for the Future", in which they examined how modularisation is done in curricula in corresponding trades in Sweden and Denmark and suggested a way of modularising the curricula that will be better adapted to adults' needs for continuing education and training.

As an aid to teachers, KUF has also developed a methodological guide for teachers of adults in upper secondary education. All curricula require the use of ICT. The Ministry of Education has also developed a "Plan of Action for ICT in the Norwegian Education Sector" (2000-2003) and has supported projects in schools that emphasise the use of ICT in learning. Several development programmes and funding schemes encouraging greater use of ICT in the development of new, flexible, user-adapted courses, adult teaching methods and media-based teaching have been established as part of the Competence Reform. (See section 1.6).

3.1.2 Teacher Training

As a consequence of the recent reforms in primary, lower secondary and upper secondary education, national framework curricula for teacher training were reformed in 1998/99 in order to strengthen teachers' professional, didactic and pedagogical qualifications. A new programme for the education of vocational teachers is scheduled to be launched between the years 2000 and 2006. Teacher training lays a foundation for the challenges teachers will face in primary, lower secondary, upper secondary and adult education today and in the future. This means that teacher training must be related to working life. Teacher training also takes into account the principle of lifelong learning with regard to comprehensiveness and coherency in initial, further and continuing education.

According to the new curricula, teacher education shall contribute to develop a school system that:

- Is based on the principles of unity and equal educational opportunities for all.

- Emphasises community spirit and the individual right to receive special, adapted education in a multicultural society.

In order to enhance the competence of teachers and enable them to teach according to the new curricula, KUF has worked out a plan for competence development and further training of teaching personnel in the primary and lower secondary schools. An important aspect of quality is the training of teachers and instructors as well as business leaders and members of examination and appeals boards. A plan of action for competence development and in-service training for these target groups has therefore been produced. Problem-based, self-directed and team-based methods are also included in the new framework curricula of teacher education. Project work is included as a compulsory teaching method in all curricula, as this is seen as the best way to develop competencies such as problem finding and solving, co-operation, creativity, scientific and analytical thinking, self-directed and team-based learning. Adult teaching methods are included in the education and students are required to use computer technology in their teaching.

The report "From Goal Document to Class-room Activity"[58] which evaluated Reform 94 by its contents, shows that a majority of teachers (two thirds) and students (three fourths) support the objectives of the reform and believe that the new curriculum contribute to more profitable learning. Teachers state that they are satisfied with the reform's contribution to professional renewal. Teachers view student dialogues as an important opportunity for students (including adults with student status) to express their opinions about the learning environment, but only one fifth of students state that they are active participants in the learning process. Report No. 28 to the Storting (1998-99) which was presented in Spring 1999 envisages a national strategy for school improvement and assessment with particular attention being paid to improvement of learning and teaching environments and methods.

NVI research also shows that adults feel they learn more when teaching is adapted to their needs and has a problem-based approach. A need for increased focus on adult teaching methods has thus been revealed. (This is addressed in the Competence Reform, see section 1.6).

However, a recently published report by FAFO on continuing education and training for teachers in primary, lower secondary and upper secondary education[59] shows that work pressure is the one factor that limits teacher participation in continuing education and training. Many teachers also emphasise that it is difficult to obtain any type of economic support to participate in courses and seminars. About 50% also point to the fact that it is often difficult to obtain substitute teachers.

3.1.3 Popular enlightenment, the "folkeopplysning" tradition

As study associations[60] and folk high schools are independent from the public educational system they have the freedom and potential to practice alternative educational ideas. Non-traditional subjects are offered in their programmes and they are not bound by standardised curricula. Each association and school determines its own activities, guided by the ideological and educational profile of the association or school. The most common way of organising training in study associations is through so called study circles with five to ten participants, with or without a teacher. Popular subjects being studied in such circles include languages, the use of computers, social issues, cultural work, aesthetics, organisational work, democratisation, mastering etc. Most participants enrol for purposes other than to get a formal qualification. They enrol because they want to enrich their lives or because they are particularly interested in an issue related to the general debates in society. Participants learn to take responsibility for their own learning.

As a consequence of the increased focus on study associations in the Competence Reform it is likely that more study associations will look for and find new partners to co-operate with, *e.g.* local business,

industry, the municipal sector (health and social services) etc. In 1999 the focus in all study associations was put on motivation for participation and a conference was held where different study associations and representatives from folk high schools were invited for lectures, study circles and debate on issues related to motivation, democratisation, peace and future challenges.

Folk high schools have no formal exams and issue no diplomas or degrees; each student's performance is evaluated against individual goals. Students and staff interact on a more equal basis than in other schools. Folk high schools offer a unique opportunity to enhance and develop each individual's human strengths. The schools are small educational communities where each individual makes a difference. Studying in a warm and open environment and working closely with fellow students and staff stimulates personal growth and development. By far the largest group attending folk high schools is young adults. An important part of folk high school life is shared learning and activities which deal with subjects such as literature, current issues, philosophy and/or Christianity. Students may also sing in the school choir or take trips and study excursions together. Shared learning and activities normally occupy eight to ten hours of the students' weekly schedule. However, there is no sharp division between learning and leisure activities. Most of the school facilities, such as darkrooms, gyms and craft rooms, are therefore open for free activities after class hours. Many folk high schools offer courses which are simply not available at other learning institutions, especially because of the flexibility that folk high schools have in scheduling the course week. Students will normally take three to five subjects of their own choice. Each school offers a varied selection. These subjects, with language instruction being a part, are sometimes offered in blocks, a more concentrated form over a limited period of time. In this case expert guest lecturers are often used to supplement the school's permanent staff.

At the moment folk high schools are working on developing more short courses targeted at adults wanting to experience this tradition. The folk high school tradition motivates adults to attend courses in schools today, and many examples show that such courses also motivate them to take further education afterwards. This is especially the case for younger adults on the edge of becoming drop-outs.

3.1.4 Distance education – multimedia learning and ICT

Surveys prove that the main motivation for choosing distance education as a method for learning is the large degree of flexibility it provides. The distance education method is interesting because it can be made accessible from various locations such as home, hospital, rehabilitation institutions and local educational centres. But it is not only those who live far away from ordinary schools who choose distance education. Often they are people who are employed or have children and family who choose to learn at their own pace.

Learning by the use of distance education and ICT puts more responsibility for learning on the student and on interaction/role-play between the student and the ICT-based learning materials. The student is given some of the responsibilities that normally belong to the teacher, such as the responsibility for progression, certain choices, pace of study, which subjects and tasks to concentrate on etc.

NKI Distance Education is one of Norway's largest distance education institutions. A survey was conducted at NKI in 1999 called *"Recruitment Barriers to Learning on the Internet II Survey among active correspondence students and prospective students at NKI"*[51]. Two groups were selected for the survey: one group of newly enrolled distance education students and another of prospective students who had approached NKI for information on distance learning possibilities. The aim of the survey was to find barriers to enrolment in distance study in general, and specifically motivation and/or barriers concerning enrolment in Internet-based distance study.

The large majority of respondents in both groups had access to PCs at home, at work or both. No access was reported by less than 20%. More than 65% in both samples used a PC weekly or daily. Access to the Internet was 40% higher than in the population as a whole. Nearly 60% of the distance students said that they certainly or probably would enrol in Internet-based studies if it were their only choice. More than 50% of prospective students said that Internet studies are suited to their needs.

The results showed that both groups favoured aspects of distance study concerned with individual freedom, non-pacing and flexibility, which can be implemented in both Internet-based and correspondence-based distance study. Students put less emphasis on the value of group learning and communication with fellow students relative to the aspects of individual autonomy and flexibility. Distance students clearly indicated that they were quite satisfied with correspondence study experiences. Access to the Internet from home was seen as a necessary condition for enrolling in Internet-based distance study programmes.

There were large differences in experiences of using technology, access to technology and interest in studying on the Internet between men and women, between different age groups, between persons with different educational backgrounds and between persons studying different types of courses. Concerning technology interest, experience and access, women were disadvantaged relative to men. The youngest age groups were disadvantaged relative to older and prospective older students. Lower educated persons were disadvantaged relative to higher educated persons. There was however practically no relationship between domestic background (measured in terms of urban/central or rural periphery) and access to and use of technology.

3.1.5 LMT Programmes

LMT courses for unemployed and disabled job seekers

The employment authorities offer LMT courses[62] to ordinary and disabled job seekers who are unemployed or whose labour market situation is insecure. It is local employment offices which, in practice, determine whether those registered as unemployed should seek training or employment, and thus admission to LMT courses. In appropriate cases, courses are at the primary and secondary level. Courses mainly cover subjects related to work in industry and the service sector. Several courses may lead to trade or journeyman's certificates. As of 2000 it is also possible to attend LMT courses providing credits at the university and college level. Courses are for the most part arranged in blocks with durations varying from two to 40 weeks (the latter being the maximum duration). No fees are paid, and participants receive financial support. The main placement criteria for adults in a LMT programme is long-term unemployment (six months or longer).

A continued objective is that a minimum three-fourths of registered disabled persons shall participate in active programmes in 2000. It is also an aim for 2000 that at least half of those registered as disabled shall have completed a rehabilitation process and be ready to take up a job, hold a job or have started education. In order to assess the situation for vocationally disabled persons and their need for training, places in ordinary education and working life are being given priority. About half of the places are in ordinary education.

Efforts aimed at young adults

In the 1970s the Youth Guarantee Scheme was introduced for persons under the age of 20, as a response to high unemployment rates among youth at that time. During the'70s and'80s the scheme consisted of such measures as temporary jobs, short labour market courses or a place in upper secondary education. In the late 1980s measures to increase capacity in upper secondary education were tried out and efforts were also made to encourage employers to hire young people. This had the presupposed effect on unemployment rates among young people, but rates in the age group 18-24 were still high. Therefore the labour market

authorities increased their efforts to reduce unemployment among 20-24 year-olds and this group was prioritised with regard to labour market programmes until 1997.

On account of young adults being attractive in the labour market, special efforts towards 20-24 year-olds are not in effect. They are prioritised only when they are long-term unemployed.

LMT for adult immigrants

Many unemployed immigrants have a weak educational background, insufficient education or education and training not relevant to the Norwegian labour market. In addition, many have been unemployed for a long time. Special measures in the form of targeted courses as part of LMT are suitable for improving possibilities in the labour market for unemployed immigrants. These courses are organised according to need and are especially for immigrants with a weak educational background. The PES and the local authorities co-operate in certain cases concerning the assessment of skills of newly arrived immigrants.

Efforts aimed at the long-term unemployed

For the long-term unemployed, the PES provides special follow-up such as regular contact, guidance and information on employment and educational programmes, and individual plans of action where appropriate. The long-term unemployed are given priority for slots in programmes if direct job placement is not successful. In order to maximise the effects of programmes for this group, labour market programmes must be based on the need for skills and qualifications, as well as the experiences of the unemployed, both educational and in regard to work.

3.2 Motivation for participation — research and surveys on participation and non-participation, providers and motivation measures

3.2.1 Challenges for public and private providers, motivation measures

Reports obtained from the National Education Offices in 1997/98 also revealed that municipalities and county municipalities were faced with challenges regarding the number and adaptation of learning opportunities available for adults. For example, only 138 municipalities out of 435 had plans covering the adult learning area. In some municipalities untraditional methods to recruit adults to complete compulsory education have been tried (see case studies in combating exclusion OECD, 1999). This particularly applies to municipalities taking advantage of the possibilities of co-operation between schools, study organisations, distance education institutions and libraries.

Reform 94 research[63] shows that adults have a tendency to move laterally in the educational structure, since the county authorities have not planned any advanced courses I in their chosen area of study. This has resulted in high drop out rates among adults in upper secondary education. The research shows that adults who apply for upper secondary education often prefer certain areas of study (*e.g.* women often apply for health and social services and arts, crafts and design studies), and they are reluctant to accept a place in another area of study. The research also shows that adults admitted to the foundation course of their choice are not assured of completing education in the same area of study, as they must re-apply each year. In addition, daytime courses do not suit the needs of most adults. Adults who have been away from the education system for a long time have a difficult time adapting to everyday life at school; *i.e.* the transition is found to be difficult. Another reason the number of adults has declined may be that many are not satisfied with the same courses offered to young people, as teaching in these courses is not adapted to their particular needs. Adults with family obligations also have problems attending ordinary courses within the legal limit of school attendance. (The same rules apply to adults in ordinary classes as those that apply to young people).

The report also shows that different adult education providers' roles and potentials are unclear and that this prevents them from co-ordinating their activities as intended. Differences in financing schemes between providers of adult learning is reported to be a problem. Also the organisation of modular courses for adults according to possibilities inherent in the curricula differs from provider to provider. Reform 94 research shows that so far few county municipalities have taken advantage of the modular structure of the curricula when organising courses for adults.

Some counties have, however, tried to adapt adult learning opportunities better suited to adults' life situations by organising intensive courses, basing admission to some courses on validation of non-formal learning, through distance education opportunities and co-operation with study associations. An example is the "Partial competence[64] project", in which some upper secondary schools in two counties, Nord-Trøndelag and Akershus, in co-operation with the Social Services, developed modularised courses to motivate single parents to complete upper secondary education (for further description see What works studies — combating exclusion through adult learning, OECD 1999). However, there are still great differences between counties regarding the organisation of adult learning. An improvement of the situation is expected however as researchers' recommendations are followed up in the Competence Reform. (See Section 1.6).

NVI's final report of 1998 on the evaluation of Reform[65] makes clear that motivation is a factor in recruitment to and drop out of upper secondary education.

NVI recommends that:

- Information on all education and training available should be gathered and made accessible to all adults.
- Counselling services should be made more accessible to adults, and teachers' role in preventing drop-out should be strengthened.
- Motivation courses should be arranged before adults begin actual education. These courses should consider both the practical and pedagogical challenges that adults are likely to face during their education.

Even though the conclusions made by NVI concern adults in upper secondary education, there is reason to believe that they are representative of other types of adult education as well.

A case study[66] performed by NVI in 1997 showed that adults' motivation in applying for upper secondary education was not the training itself, but the possibilities completed training would open, such as better opportunities in the labour market, a job they would enjoy, greater responsibilities in their current position or the opportunity to study at the university or college level.[67] The adults' motivations changed after recruitment and was to a larger degree linked to personal goals they made during the learning process. A main motivation was that education and training was adapted to their needs - *i.e.* that their experiences and life situations were taken into consideration. Proper guidance during the learning process was also crucial, both related to educational providers available and choice of pathways. Another motivation to participate in upper secondary education was a guaranteed possibility of completing their preferred course of training. Still another was the possibility of having prior learning accredited upon entry into the public school system. Adults also emphasised a need for reviewing attendance rules so that they could be better adapted to the needs of adults with small children.

NOK 10 million has been set aside in 2000 to develop new and user-adapted educational models for adults in upper secondary education. The Ministry of Education provides NOK 300 000 as a basic grant to each county municipality. The rest is reserved for particularly demanding projects in which several county municipalities co-operate. The Ministry also encourages that projects should be developed in co-operation

with study associations and distance education institutions. In addition to regular grants, NOK 10 million is allocated in 2000 to study organisations and distance education institutions so that course fees for participants may be reduced and flexible solutions for adults attending upper secondary courses at these institutions may be developed. Also the Storting has now decided that adults shall have a right to complete the training they have started. (See section 1.6).

The Ministry of Education has called for proposals for projects focusing on motivation, guidance and information in adult learning. NOK 5 million is allocated for this purpose in 2000. The following measures are included:

- Pilot projects in the municipalities to try out methods and models for adults who want to use their right to primary education.
- Development of educational models in upper secondary education adapted to the needs of adults.
- Further development of the project "Documentation and recognition of non-formal learning".
- The Competence Building programme.

3.2.2 Challenges related to adults with particular needs, good practices of adaptation

Adult immigrants

In 1998 NVI conducted a survey of adult immigrants participating in courses in Norwegian with social studies[68] and found that drop-out rates among adult immigrants were very high. A smaller study within the project found that 24 of the 64 that started the course were still attending. Many dropped out because they were working for their husbands, had become pregnant or had responsibility for children. Those who had a low competence level usually dropped out, but the level of previous education did not have a significant effect on drop out rates. Some also dropped out because of more diffuse psychosocial reasons. In December 1996 13 598 immigrants participated in courses in Norwegian with social studies, but only 3 433 took the language test. There is no data available to explain why the others did not take the language test and NVI proposes that research should be targeted at this group in order to find out. NVI also proposes researching whether teachers have sufficient competence to adapt teaching methods to the particular needs of this group.

Adult immigrants generally have more problems finding jobs than persons born in Norway, and thus many of them are unemployed. The PES has developed courses and training specially designed for immigrants. In co-operation with the educational authorities in the municipalities, the PES will assist in qualifying immigrants for the job market as early as possible after their residence permits are in order.

It is an absolute condition in Norway that unemployed persons receiving benefits must be job seekers (the vocationally disabled are exempt from this regulation). Unemployment benefits are not given to those who participate in mainstream courses on their own initiative, except in cases of LMT courses provided by the PES, education or training provided as evening or weekend classes or as short daytime courses of up to three months' duration, and, under certain conditions, education building on or in addition to previous education. Recently the Government made another exception to the general regulation allowing unemployed immigrants receiving unemployment benefits to take part in courses in Norwegian with social studies up to one calendar year without risking the loss of their benefits.

Adults with special needs

According to the new Education Act, schools have a special responsibility to provide students with difficulties and special needs with the help and support they require at school. Adults admitted to ordinary courses (where they attend together with young people) have the same rights to special needs education as young people and are also entitled to various forms of support such as technical aids, interpreter's

assistance and personal assistance (*e.g.* support for the disabled or visually handicapped, special education by specially-trained teachers and remedial instruction).

For upper secondary education two methodological guides for teachers have been developed, providing guidance and advice on methods to use when teaching students with special needs. One is focused on specially adapted education for immigrant groups and the other on special needs education in general. The Competence Reform also emphasises development of flexible solutions for adults according to their needs, with focus also placed on the disabled, immigrants and the unemployed.

The Association for Adapted Adult Education in Norway (ADA) is an option for disabled persons whose needs are not met in the public school system. ADA was founded in 1994 and is as far as we know the only study association in the world serving the physically disabled as a whole. According to ADA not all adult educators are mentally prepared or have the pedagogical know-how to provide the support, encouragement and motivation the physically disabled may require. The educator must be prepared to invest time to gain these students' trust and to encourage them to collaborate with other students. Adapting learning environments for the physically disabled is an extremely complex task, since one is essentially dealing with an heterogeneous group of individuals. ADA has found that ICT-based education is very close to being a real tool for giving many disabled people a "second chance" and motivation to participate.

Adults with reading and writing disabilities

In order to help adults with reading and writing disabilities KUF has started a project in co-operation with the study organisation AOF in Østfold County. The aim of the project is to provide education and training for adults with reading and writing disabilities and to lower the threshold for the disability's acknowledgement. A "reading and spelling shop" was opened in a busy shopping street for this purpose. Courses began in January 1998. Training is organised in small groups of five to seven participants and lasts 102 hours, distributed over two three-hour sessions per week. Until December 1999 about 15 000 hours of training were given. Participants are in all categories: some are employed, some vocationally disabled, some unemployed and some are pensioners. The average age of the participants is 33 years. The shop also co-operates with Traffic schools developing audiotapes for Drivers' Education, enterprises and universities and colleges in the area, as well as with sister organisations in Sweden, Denmark and Finland. In addition to offering courses, the shop provides possibilities for testing, guidance and advice to adults with reading and writing disabilities. The shop is open 238 days a year and has had 2046 visitors as of December 1999. Many adults with reading and writing disabilities have met constraints at higher education institutions when applying to take oral instead of written examinations. Therefore KUF has appointed a working group to look into which adaptations should be implemented in higher education for adults with reading and writing disabilities and other learning difficulties with regard to admission, implementation and exams. Information will be an important part of the mandate. Norway has also participated in SIALS, the Second International Adult Literacy Survey.

NFU has a particular responsibility for development of multimedia-based and flexible learning and teaching material for special target groups and adults whose needs are not covered in the ordinary school system. At the moment multimedia-based learning tools are being developed in the following areas:

- Teaching and learning material concentrating on adult teaching methods. The project's aim is to develop a new, flexible, user-adapted course focusing on adult teaching methods and teaching based on media and ICT. A modular curriculum is integrated in a teachers' manual. In addition, study guides and videos are being developed. Target groups are teachers, instructors, counsellors etc. involved in adult teaching in public and private educational institutions, labour market courses or in the workplace. The course will be provided by NKI Distance Education both as traditional distance education and net-based studies.
- A course packet for adults with reading and writing disabilities. The course packet consists of a

multimedia-based learning programme on CD ROM and a guidance video, as well as TV programmes which are being broadcasted by the Norwegian Broadcasting Corporation.

- A multimedia course packet in Norwegian with Social Studies for adult immigrants. The course consists of printed material, video and audio cassettes for use in interactive programmes.
- Analogue and interactive resources (through distance education) are being developed for disabled persons who have little or no knowledge of ICT. This is being developed in co-operation with ADA.

3.2.3 Surveys related to motivation for participation among employees

In 1998 SSB conducted a survey[69] of 2 900 government employees (70.5 % of all employees) in which employees were asked about their plans to participate in some kind of education and training. 34% had no plans, 35% wished to participate but had no plans and 31% planned to participate, of which one in four were not able to specify their aim in doing so. In a similar study conducted by SSB in 1977, 54% of government employees had no plans to participate, 36% wanted to participate but had not made any plans, and only 9% planned to participate. Thus, in the 20 years between the two surveys the proportion of adults wanting to participate in some kind of education and training had increased more than three times. In the 20 years in question there were no significant differences between men and women. The results from 1998 also showed that government employees with a university or college education were more likely to have actual plans of participating in education and training than those who had completed only compulsoryor upper secondary education or some type of military or in-service educational programme. However, among those who were working in positions related to defence and military affairs 44% replied that they had chosen their current employer because of opportunities for continuing education and training.

A survey conducted by FAFO (1999)[70] shows that planning of competence development is a high priority in the state sector. 84% of employees in the enterprises stated that competence development measures were very or somewhat important to stay professionally updated. The majority of employees stated that their reason for wanting to enrol in education and training courses was to uphold their position in the labour market. Two thirds said education and training was important to strengthen their position in the labour market in general and/or to get a higher position in the enterprises in which they were employed. More women than men wanted to enrol in education and training to strengthen their position in this respect. About 50% of the enterprises had developed competence plans for the whole or parts of the entity. Not very many of the enterprises reported that continuing education and training measures were discussed in the appraisals between employer and employee. Employees who stated that their superiors were interested in realising their competence needs had received more training than others. The report points out that most of the employees considered heavy work-pressure as an obstacle to participation in adult learning activities. Also the report shows that adult learners had individual barriers to participation which seemed to influence the amount of continuing training they were offered by their employer. The most common individual barriers experienced by adults were:

- Feeling they were too old to participate in learning activities.
- Having had bad experiences from previous schooling and thus a fear of not succeeding.

The individual barriers seemed to be more rampant than barriers caused by heavy work pressure or cumbersome regulations.

A report published by ECON and Nordland Research in 1997[71] on competence development in the municipal sector showed that in enterprises in which shift work is the predominant form of organisation, participation in adult learning depended on the availability of substitutes. The costs of hiring substitutes were not included in the competence development budgets, and therefore had to be covered within the enterprises' running expenses.

In enterprises where administration and working tasks must be managed within tight deadlines, there was not much room for participation in training. Many employees were reluctant to participate because they knew they would often have to work unpaid overtime when they returned from a course, as their job tasks would have piled up during the time they participated. A failure on the part of employers to reorganise work while employees participate in learning activities is thus a factor which decreases employees' motivation to participate in continuing education and training.

The report also showed that the tight budget situation in the municipal sector leads municipalities to cut down on any expenses not related directly to running expenses. In particular, employees in the smallest municipalities experienced great difficulties participating in competence development. A general problem in the municipal sector is difficulties related to recruitment of competent personnel (particularly in the health and social services). Employees thus experience obstacles when wanting to engage in learning activities which would both maintain and update their competence level in the sector.

To address this, the Ministry of Health and Social Affairs has made a plan of action for personnel working in the health and social services at all levels aimed at competence development in and recruitment to the sector. The plan concerns both service production and value creation in the sector.

Many municipalities have financed their employees' efforts to become skilled workers, which is also one of the aims of the action plan. However, if the position does not demand a skilled worker in the first place, many counties and municipalities claim that an employee who takes the trade or journeyman's certificate is not entitled to receive the wages of a skilled worker, even though the education is employer financed.

A survey conducted by Opinion and AOF in 1998 among members of LO showed that 46% of members wanted their non-formal learning documented. Members' main motivation for participating in educational measures was to be better qualified for their current positions. 67% of employee representatives believed that more would participate in continuing education and training if they were given a right to study leave. Seven out of ten LO members had participated in education and training the last three years. Two out of three LO members had heard about the section 20 measure and 20% of these had used the possibility of having their skills documented, while 24% wanted to become section 20 candidates. The survey showed that training in working life increased the differences between different groups of employees. Older employees, employees with a low level of education and those working in industry participated less in education and training than others. 55% of employee representatives had no say when their company's plans for competence development were made and even fewer reported having any influence over the content of the measure. 30% of LO members wanted to participate in continuing education and training even though they would have to pay for the measures themselves. If the competence development measure had been provided free of charge, 80% stated they would have participated. NOK 70 million was allocated to LO members for competence development through the LO Education Fund and the LO State Educational Scholarships the four years prior to the survey.

FAFO conducted in 1998 a charting of educational opportunities for adults above 20 years of age with a low level of educational attainment - *i.e.* who had not completed upper secondary education. The target group also included adults who had not completed compulsory school and those who had completed compulsory school as their highest education. The aim of the project was to chart educational opportunities in municipalities, county municipalities and employment offices[72], and how these were organised and implemented[73]. The charting did not evaluate social and economic returns of adult learning opportunities.

Analysis of the data showed that learning opportunities available for adults with a low level of educational attainment varied considerably between different municipalities, county municipalities and employment offices. The greatest variations were found in the supply of primary and lower secondary education in the municipalities. Depending on the size and the adult population of the municipality, there were great

differences in the number of establishments providing information to adults on access to adult learning opportunities. The survey showed that very few municipalities actually co-operated on the supply side to meet the demand of larger groups of adults.

In the county municipalities there was a shortage of providers who could meet the demands of adults with family or other obligations. Most county municipalities had daytime classes for adults at upper secondary schools, but very few had flexible tuition (evenings etc.) for adults with family obligations and the like. This is expected to improve with the implementation of the Competence Reform, which particularly emphasises that basic and continuing education for adults should be geared to demand and be flexible and adapted to the needs of the individual and the enterprise.

The survey also showed that unemployed adults with a low level of education are in danger of being excluded from education and training opportunities that exist. According to employees at employment offices there are fewer opportunities available for ordinary job seekers than for vocationally disabled job seekers. In primary and lower secondary education adults who do not have a right to special needs education have fewer training possibilities than those who do.

A survey of February 2000[74] confirms that those with a low level of educational attainment are not very interested in participating in continuing education and training. 26% of those who have completed seven years of compulsory schooling and 32% of those who have completed nine years of compulsory schooling categorise continuing education to be very important. Interest in participation seems to increase the higher educational attainment level respondents have, however. Among those who have completed education at the university or college level, 47% categorise continuing education and training as being very important. Employees with a high income level are more positive to participation in continuing education and training than those with a low income level. 37% of those earning less than NOK 250 000 a year rate continuing education as very important, while 44% of those earning NOK 500 000 a year are of the same opinion.

The survey also shows that young employees are more positive to continuing education and training than their older colleagues. Among those younger than 30 years of age, 43% say they find continuing education to be very important. Among adults who are 20 years older on the other hand, only 33% are of the same opinion.

3.3 Documentation and recognition of non-formal learning

A three-year project has been established to provide a system for documentation and recognition of adults' non-formal competence upon intake to upper secondary education. The target group for the project is all adults who wish to have their non-formal learning assessed in relation to the formal education system, working life and organisational activities. Adult immigrants who wish to have their qualifications documented, assessed and accredited through work-related competence tests[75] are also part of the scheme. The Ministry of Education has overall responsibility of the project, while SRV is the operator.

The project is based on experiences from three projects initiated by KUF in 1997 on user-adapted education and training for adults. The three projects were conducted in four counties:

- The Trønder workshop: a regional network of educational providers in the counties Nord-Trøndelag and Sør-Trøndelag. The aim was to develop resource centres as local study centres in order to create an infrastructure that all educational providers could use.
- The Network for Lifelong Learning (NELL) in Hordaland county: a regional network of providers including folk libraries. The project's aim was to ensure that adults and enterprises, both public and private, were assured access to the continuing education and training they needed.

- User adapted training in Oppland county as a pilot where upper secondary schools were used as competence centres for assessment and accreditation of non-formal learning and guidance offices. Systems for documentation and recognition of adults' non-formal learning upon intake to upper secondary education were established along with guidance teams at upper secondary schools. In addition, immigrants who lacked papers documenting their competence level were given the opportunity to take work-related competence tests to document their skill level.

The latter two projects are continuing, while the first project is complete. The projects were evaluated by researchers at the College in Aalesund and Møre Research at Volda (Research report no. 38, 1999).

In order to meet the challenges of documenting non-formal learning, KS has initiated a two-year project on behalf of the municipal sector. KS has main responsibility for the project in co-operation with the other social partners. According to KS, the greatest challenges for the municipal sector are to recruit employees and to develop the municipal sector as a more attractive qualify-focused working place. The aim of the project is to document non-formal learning as a means of strengthening the workplace as a learning arena, but also to make it easy for an employer to change work within services and departments or to other enterprises within the same or other municipalities. The documentation scheme also takes into account employees' attitudes, social and co-operative skills. Five municipalities and one county municipality have been invited to establish projects in which enterprises, schools, health services, social services, technical services and cultural services are expected to co-operate.

Branch organisations under LO have also initiated projects for accreditation of non-formal learning in relation to working life, in which several enterprises in five counties participate.

Thus, several methods of accreditation and validation of non-formal learning have been tried out. FAFO has summed up the objectives and different approaches to accreditation of non-formal learning as follows:

The objectives of documentation, assessment and recognition of non-formal learning are:

- Lowering barriers to re-enter formal education (individual rights).
- Increasing mobility in the labour market (flexibility).
- Stimulating informal learning and improved learning environments in the workplace (individual and organisational learning).

The following approaches have been used:

- Appraising/accreditation models (public).
- Log models.
- Option models.
- Certification models (private, commercial).

Approaches to assessing non-formal learning:

- Tests/exams.
- How competence is applied (CV).
- Results.
- Description of learning environments.

3.4 Counselling and guidance

Counselling and guidance are particularly crucial in periods of reform. Though policy makers have emphasised and implemented such measures, there is a problem in Norway (as in other OECD countries) that there is often a contradiction between expectations placed upon careers' staff in schools and the means, time and resources available to them. In addition, school counsellors tend to know more about general education programmes than vocational programmes, as most of them have an academic education themselves. However, during the 1990s, counselling and guidance measures were intensified in Norway to bring both teachers and school counsellors up to date with the new options available as a result of the educational systems' reforms.

Counselling and guidance within the public education system

In compulsory education, each school has a counsellor who provides information and individual advice regarding upper secondary education and employment possibilities. A book (Pedlex) contains information on all the study-programmes in upper secondary education with short summaries of their contents. The county authorities also submit catalogues each year for upper secondary education opportunities.

Regional plans of action have been developed and put into use at lower and upper secondary schools in order to develop competence within the field of vocational and educational guidance. The purpose of these plans of action has been to create coherence between the choice of education and the availability of apprenticeships and jobs. Experience so far shows that there is better co-ordination and more effective co-operation between the different bodies responsible for providing vocational guidance.

Students, including adults in mainstream institutions who are in need of particular guidance and help, have had a difficult situation. In order to address this in the public system, the Educational-Psychological Service in municipalities and county municipalities received 300 new professional staff — implying an increase of about 20% in professional person-years in 1999. Systems of inter-municipal co-operation, which will ensure all parts of counties and all municipalities access to a higher level of expertise in special needs education are being established. To start with, resources are transferred to the municipal sector in the form of earmarked grants.

Experience shows that females and males still choose professions that correspond to traditional gender roles. The project "Conscious Career Choices" is aimed at counterbalancing these trends by including actions to resolve problems with vocational guidance related to gender, ethnic background and differences in physical and mental abilities.

Recently KUF invited the social partners to participate in an "idea competition" for the development of alternative methods of educational and vocational guidance, as it was decided that psychological and social services provided by school counsellors should be separated from educational and vocational guidance services, as the former had taken up most of the counsellors' time.

Educational and vocational guidance provided by labour market authorities

The Employment Offices co-operate closely with other public authorities, local governments and the social partners in order to provide the best guidance and counselling services to persons in need of assistance from several bodies in order to return to employment. The Directorate of Labour co-ordinates all public efforts in relation to vocational guidance.

Services provided at local Labour Offices are available to adults who need information and guidance about education, training or job possibilities. Both written and electronic data are available and personal guidance is offered. In June 2000 10 "virtual" Employment Offices were established. Within the end of the year 5 more are planned to open. These are set up in connection with public service offices and in municipalities

without an employment office. In the virtual employment offices, jobs seeker will be assisted through the use of the Internet and other technology-based solutions for job information. If necessary, job seekers can communicate with a counsellor in a nearby PES office through the use of a videophone.

The labour market authorities also have their own web site where information on occupations, vacant positions, etc. can be found. A book called "More Education", which contains information on available courses and providers, is published electronically on this web site: http://www.aetat.no.

Enterprise surveys are a measure implemented to develop and provide systematic contact between the employment authorities and employers. At the same time, the measure gives local employment offices a firmer basis for evaluating of the needs of the working community for use in their recruitment and training efforts. The system began as an experiment in 1994 in three counties and has continued as a country wide measure since 1995.

By means of these enterprise surveys, one can discover and indicate possible bottlenecks in parts of the labour market at an early stage. Thus the authorities' competence-building measures and vocational instruction can be adjusted and aimed at reducing forthcoming imbalances in the labour market. The surveys contribute to the accumulation and structuring of information in local labour markets by the local employment offices and to an increase in the availability of analyses and forecasts. Regional labour market forecasts based on information from enterprise surveys constitute a valuable supplement to central forecasts based on macroeconomic planning models.

Other actors providing counselling and guidance

The National Centre for Educational Resources (NLS) and the labour market authorities have established a web site together supplying information on jobs and education http://www.you.nls.no. The database was developed in close co-operation with the social partners. It includes among other things prognosis for future work force needs and updated electronic-based educational and vocational guidance on available apprenticeship places and jobs, as well as educational and vocational opportunities in upper secondary education for each county and the country as a whole. This database is an important tool for adults who are job seekers or who want to finish an incomplete upper secondary education.

A School Network operated by NLS is a national meeting place for schools on the Internet. From 1997 to 1998 the number of users rose by 60%. NLS is also responsible for developing a plan of action for special needs education. It provides a web based guidance service including relevant articles and projects within the field of special needs education, and information about available educational resources including ICT based learning tools. A web based meeting place for psychological counselling staff has been established.

The National Distance Education Network in Higher Education (SOFF) has its own Internet pages including news about distance education, conference information and links to other WWW resources such as places to meet electronically for ICT and flexible learning in higher education. In co-operation with NLS, SOFF has created a database listing all courses at all educational levels including distance education. SOFF plans to develop more systematic and easily available material about distance education for students and also publishes reports and guides in order to support institutions in their work to inform interested persons and develop the field in general.

The Norwegian Association for Distance Education (NADE) has an important role in spreading information about distance education. NADE has been given the responsibility of running an electronic meeting place for adult education on the Internet called TUNET (http://www.tunet.net/). This work is being carried out in co-operation with (NAAE), SRV and other actors in the field of adult education. The target group is mainly institutions and individuals actively engaged in the development of adult education.

The aims of 'Tunet' are:

- To promote increased use of ICT in adult education.
- To help break down barriers that prevent adults from using ICT, to increase adults' knowledge of and access to ICT, and to contribute to a democratising process.
- To contribute to an expanding knowledge base and experience exchange on the workplace as a field of learning by publishing model cases where ICT is used in the learning process.
- To be a discussion forum for questions in the field of adult education with a special focus on IT, and to be a network for the exchange of information.
- To be an information source about online resources.

NAAE provides information services, counselling concerning laws and regulations and focuses on adult learning in theory and practice, educational planning and project co-ordination. It also publishes a review on adult learning called Curriculum Vitae. Associations at the regional level also provide information and counselling services locally.

Norwegian University Network for Lifelong Learning (*"Norgesuniversitetet"*)
Despite the complex and growing activity in various segments of higher education, state financed universities and colleges have been criticised by representatives from employers' and labour associations for not being flexible and adaptive to the changing world, particularly with regard to demand-based and market-oriented approaches. Higher education is in the process of being universalised, and participation in some form of higher education will be the norm for a majority of the population. A stronger focus by the higher education institutions on needs within industry, society at large and the individual is expected.

A more comprehensive strategy than hitherto is needed in order to cope with changing demands. In 1998 the *Norwegian Council of State Colleges* and the *Norwegian Council of Universities* (merged into one institution 9 May 2000), representing all state-financed universities and colleges in Norway, invited *NHO, LO, Confederation of Vocational Unions, Confederation of Academic and Professional Unions in Norway,* and *Federation of Norwegian Professional Associations* to collaborate on measures that will improve relations between tertiary education institutions and the labour market, as well as sustain the need for system-wide innovations in teaching and learning.

The Task Force submitted its proposal on development of *Norgesuniversitetet* in June 1999. *Norgesuniversitetet* will be a meeting place and network for organisations, companies, working individuals, and all accredited institutions of higher education. A database with all relevant courses and studies will be established, likewise a "course market" where industry can present specific needs and providers can respond, along with a secretariat. The database was officially opened on 15 June 2000. The Government has financed the development of the database thus far.

Through the development of *Norgesuniversitetet* the need for a stronger connection between the work of the academic institutions and contemporary social and industrial challenges is acknowledged. *Norgesuniversitetet* will act as a significant force in the further development of higher education in the lifelong learning context. Optimal ways to exploit new communication and information technologies to create improved access and more flexibility will be exploited. The balance between a more general education and the highly specific requirements of professions or individuals and groups must be on the agenda, likewise the interplay between teaching and research, academia and industry.

In the **"Plan of Action for ICT in the Norwegian Education Sector" (2000-2003)** it is presupposed that all existing networks will be co-ordinated with a common portal on the Web for all educational information.

The Competence Network ("Kompetansenettet")
For its member companies NHO intends to establish an online network (called Kompetansenettet) to improve access to and availability of learning resources that will improve workplace training, education and performance support opportunities. This effort is made in co-operation with LO.

The concept is an ambitious attempt to develop a sustainable training environment in companies assisted by new ICT-tools and new pedagogy tailored to the specific needs of companies and their employees. By implementing "Kompetansenettet" the gap is bridged between traditional school-based learning and diversified and rapidly increasing training activities in companies.

The project focuses on the need to develop a kind of ICT-based "delivery on demand" alert, *i.e.* the ability to answer a wide variety of competence needs without any administrative or bureaucratic obstacles, with lower costs and substantial value added.

The Competence Network will give companies:

- Access to relevant, high quality education from a wide range of providers.
- Profitable agreements with content providers.
- The opportunity to utilise competence across the companies.
- Support the administration of training and competence development on an individual and on a company level.
- A tool for competence assessment and for the documentation of competence.

Norway-net with IT for Open Learning (NITOL) is a model for how universities and colleges can co-operate in developing and offering a broad range of flexible net-based courses and learning to both universities students and outside learners, institutions and industry. NITOL is also an R&D environment for developing more flexible net-based knowledge co-operation between industry and universities and colleges.

In 1994 (prior to the World Wide Web), four institutions — NTNU and the Colleges in Agder, Stord/Haugesund and Sør-Trøndelag — started a joint project in the field of open and flexible higher education based on experiences from national and international projects. R&D activities focused on distribution of learning material through electronic networks and developing collaborative virtual learning environments.

Students' interest in the project turned out to be overwhelming. 30 students registered in a manageable experimental group during Spring 1994; by the following term another 150 had enrolled, and by Autumn 1999 more than 3000 students had enrolled. In 1999 NITOL was organised as a national network university, the Network University (NWU). NITOL is still deeply involved in R&D, working out new ways to collaborate with industry through regional development work and by creating new tools for computer supported collaborative learning in an electronic environment.

3.5 Research and other sources of data on adult learning

KUF obtains reports and statistics on adult learning through different sources. SSB publishes a report on adult education in Norway every year based on reports from educational providers. The Ministry also obtains statistics on the number of students and apprentices, including adults directly from county municipalities. Results of examinations, including trade and journeyman's examinations, are obtained from the National Examination Board[70] and county municipalities. Also a database is being developed to

supplyinformation of individual results. The 18 National Education Offices report to the Ministry every year on issues concerning education and training, including adult education.

Adult learning was one of the areas of examination given priority in the research-based evaluation of Reform 94 and specific responsibility for covering this area was given to the NVI. In addition, six other research institutes were involved in the evaluation who also reviewed the situation of adult learners in upper secondary education with particular attention to the following four areas: scale and capacity, through-flow and qualifications, organisation and co-operation and the content and structure of education.

In **adult education** the following projects have been given priority:

- Development of relevant and reliable statistics within adult education.
- Improved documentation of the results of adult education.
- Evaluation of the consequences of the recent reform within upper secondary education as regards adult students.
- Development of models for adults to document non-formal competence.
- Compressed upper secondary education for adults, with special focus on single parents.
- Models for co-ordination of adult education within regions.
- Models for co-operation between different organisers of adult education.
- Experimentation with information technology in the area of adult education.

In addition to the specific attention given to adults, the following issues were regarded as important for the evaluation of the reform:

- Applicants with Norwegian as their second language.
- Applicants with a recognised need for special education.
- Follow-up service for which the regional authorities are responsible.

A general concern touching on each of the main priority areas was the question of gender distribution. NVI's library is used by researchers and the public to find updated literature in the area of adult education. Approximately 1200 titles are in English.

The Research Council of Norway initiated the Research programme for Competence, Education and Value Creation (KUV) in 1996 as a six-year programme in co-operation with KUF and NHD. The objective of the programme is to foster knowledge about the relationship between education and training and value creation in working life. The programme covers all levels of the educational system and learning which occurs in working life. Special emphasis is placed on ethnic groups and their access to and need for education and training.

The following themes are subject to research[77]
KUV1: Competence, learning processes and value creation in working life
KUV2: Education, labour market and value creation
KUV3: Recruitment to and effects of education
KUV4: Management, resources and quality
KUV5: Technology and learning
KUV6: Education, society and nation building
KUV7: Education and working life: Participation and inequalities

Links to public sector information and services in Norway are found at the following Internet address: http://www.norge.no/english/. The website http://www.aetat.no/english contains information about the PES, including "More Education?" which surveys providers and available programmes in upper secondary

and higher education in Norway, as well as provides information on education abroad and financial support.

Information provided by the Ministries (also in English) can be found at: http://www.odin.dep.no.

Information provided by KUF is found at: http://www.kuf.dep.no.

NOTES

1 The paragraph is based on Report No. 41 to the Storting (1997-1998) Trade and Industrial Policies in the 21st century (available in Norwegian only).

2 As far as statistics are concerned, only organised activities of non-formal learning can be supplied — *i.e.* courses related to leisure time activities provided by study associations or the like. There are no official statistics available on non-formal enterprise-based learning in Norway.

3 A project focusing on adult teaching methods at NFU verifies this. Adult learners interviewed for the video production said they have this perception of being learners. Results from the research-based evaluation of Reform 94 (reform of upper secondary education) also support this assumption.

4 Lisbet Berg, Eivor Bremer Nebben and Åsmund Arup Seip: "Continuing education and training in the state sector. A study of 10 state enterprises" (FAFO report 268, 1999) (available in Norwegian only).

5 The section 20 measure in the Act related to vocational training, as of August 1 1999 section 3.5 in the new Education Act. See also 2.2.1.

6 Report No. 85 to the Storting (1982-83) on employment and labour market policies, Report No. 83 to the Storting (1984-85), the Long term programme 1986-89, and Report No. 15 to the Storting (1984-85) on upper secondary education.

7 Report No. 43 to the Storting (1988-89) More knowledge to more people.

8 From 1 September 2000 NLS is part of a new institution: The Norwegian Board of Education. This institution also includes the National Examination Board and is in addition responsible for development tasks transferred from KUF.

9 The new Education Act, section 13-5. This section replaces sections 4 and 5 of the Adult Education Act, which until 1 August 1999 applied to adult education at the compulsory and upper secondary level.

10 The Directorate of Labour (1998): "Use of the labour market authorities' knowledge in continuing education and training" (available in Norwegian only).

11 The name of the new institution is VOX — Norwegian Institute for Adult Education.

12 As for study associations, distance education institutions and folk high schools one person may be counted more than once; *i.e.* may have participated in one or more courses.

13 Report No. 19 to the Storting (1999-2000) points out that in for recruitment to the agricultural sector it is important to establish good opportunities for continuing education and training. Most adults working within the agricultural sector are self-employed. Therefore it is difficult for many producers to integrate continuing education and training with the daily chores of production. Many work in one-man enterprises, so the social dimension of participation is important.

14 The findings of NVI are summarised in the final report 1998 "On the right track, but without a statutory right — Reform 94 consequences for adults" (available in Norwegian only).

15 Applicants who do not have a statutory right to upper secondary education.

16 Section 5.2 of the Education Act contains a provision on special needs education for adults: "Adults who, as a result of sickness or injury, need renewed primary and lower secondary education have the right to such education. The same applies to adults who lack or have received inadequate primary and lower secondary education. Adults with a special need for training in order to develop or maintain skills, have the right to such training. This training shall be carried out under professional and educational guidance and supervision". This means that such education is exempt from qualification requirements for teaching staff laid down in section 10-1 of the Act. As of today, the only adults who do not have an actual right to primary and lower secondary education are those covered by section 5.2 of the Education Act. Before municipalities or the county authorities take a decision concerning special needs education pursuant to section 5-1 or 5-2, an expert assessment shall be made of the student's specific needs (this applies to adults with student status). This assessment determines whether the student requires special needs education, and what kind of tuition should be provided. This provision on expert assessment is found in section 5.3 of the Education Act and applies to both municipalities and county municipalities.

17 The term "immigrants" includes those with a mother tongue other than Norwegian, Sami, Danish or Swedish, *i.e.* immigrants, refugees, people seeking asylum or persons having residence permits on humanitarian grounds.

18 Study associations must be approved pursuant to section 10 of the Adult Education Act.

19 The Education Office in the County has pointed out that there are certain insecurities connected to the reports.

20 Section 13-5 of the Education Act.

21 *i.e.* three cohorts 16-17, 17-18, 18-19.

22 Regulation to the new Education Act:

Section 6-31 access requirements for courses specially organised for adults

- Other qualifications than upper secondary education shall also be assessed as far as possible upon intake

Section 6-20 requirements for intake to advanced course I are

- Documented non-formal learning that shows that the applicant has knowledge and skills to receive tuition

Section 6-21 requirement for intake to Advanced Course II

- Documented non-formal learning that shows that the applicant have the necessary knowledge and skills to receive tuition

23 For the academic year 1998/99 the number of places provided was just 350% (county average of whole country).

24 The test includes three parts: Planning, implementation and documentation.

25 This will be adults who do not satisfy the requirements of section 3-5 in the Education Act but who may be accepted as apprentices by an enterprise according to the same regulations as those which apply to young people with a statutory right. This does not apply to adults over 21 years of age who enter into a full apprenticeship contract (*i.e.* without previous training at school; section 6-27 New Education Act).

26 Continuing education: shorter courses which do not provide formal competence, but which aim at renewal or updating of an initial education. Further education: Courses that provide formal competence and credits, often building on a previously completed education.

27 The Adult Education Act also contains provisions on admission based on documentation of non-formal learning.

28 A participant may be counted more than once. Age limit: 14 years for courses at study association, 18 years for study circles at the tertiary level.

BEST COPY AVAILABLE

29 The course or study activity must include at least five participants and attendance must be within three fourths of the tuition.

30 Courses at the tertiary level must be approved by a university or college and the participant must sit examinations on university or college premises.

31 The regular pensioner's age in Norway is 67 years, but some professions such as defence, the police and others have a lower pension age.

32 Bill to the Odelsting no. 82 (1998/99) on the Act of Technical School Education (preliminary act) and Recommendation no. 2 (1999-2000) from the Standing Committee on Education, Research and Church Affairs.

33 The 375% quota will be abolished as of 1 August 2000.

34 NIFU report no. 3/99 Asbjørn Kårstein and Ellen Brandt "Educational opportunities at the level between upper secondary and higher education" (available in Norwegian only).

35 There were 93 within Arts, divinity and aesthetic subjects, 7 within education, 63 within commercial, business administration and social science, 12 within trades and crafts, 22 within transport and communication, 13 within Service and military programmes and 44 within public health. Most courses were found at Bible schools (52), within alternative medicine (38), within commercial and business administration (33), ICT (24) and aesthetic subjects (23). 13 new courses within ICT were planned to start in the autumn of 1999.

36 ISF report 1/1996.

37 Source: Official Norwegian Report 1997:25 New Competence.

38 NVI: Einar m. Skaalvik/Heidi Engesbak: "Self realisation and competence development — recruitment to adult education in a 20-year perspective" in "From Act to Reform" red: Sigvart Tøsse (available in Norwegian only).

39 In 1978 the Norwegian Institute of Adult Education (NVI) conducted a survey on participation in adult education in which 4 070 adults in the age group 15-75 were selected as representative of the population and interviewed. The survey covered a period of one and a half years from 1977 to 1978. No distinction was made between learning provisions providing formal competence and those that did not. A new survey was conducted in 1996 as part of the Omnibus Survey of SSB, which covered a two-year period from the spring of 1994 to the spring of 1996. 2 000 adults in the age group 16-79 were chosen as a representative selection of the population in that age group, but 29.9% did not agree to be interviewed and 7% were not possible to trace during the period in which the interviews where conducted. Thus, 1 393 adults were interviewed, of which 50.6% were women. In this survey a distinction was made between courses providing formal competence and those that did not.

40 Source: SSB 1995.

41 Unemployment was highest in 1993 with 118 000 registered unemployed.

42 In the 1996 survey 45% of those interviewed said they had participated in work-related courses organised by their employer, while 10% responded that their course was organised by the trade union. In addition, 24% responded that the general education courses they had attended were organised by their employer, while 6% were organised by the trade union.

43 The fact that the 1996 survey covered a longer period than the one in 1978 can account for some of the increase. Taking this into consideration, an estimate of about 50% increase would be plausible, which means

that the proportion of the population participating in adult education has increased by between 10-15 percentage points.

44 In the Omnibus survey of 1996 respondents were asked if they wished to participate in adult learning courses. Those who were employed and received a regular wage were also asked if they would apply for study leave if a statutory right to it were introduced and they received income during the study leave. It must be taken into consideration that there may be different types of obstacles preventing the adult learner from pursuing his/her interests and motivations.

45 FAFO report no. 212 1997: The enterprise as an arena of learning. A review of continuing education and training in Norwegian enterprises (available in Norwegian only).

46 Survey conducted by SSB. 1 837 persons between 18-79 years were interviewed on participation in adult education courses.

47 Knut Arild Larsen, Memo 4, ECON 1999: "Too much Education?" (available in Norwegian only).

48 Pension contribution is calculated in the support rate, however, so that grants cover 100% of the average costs of pension contribution in public schools. This means that in practice private primary, lower secondary and upper secondary schools receive state grants equivalent to 100% of the running expenses on condition plans and budgets are approved. Private upper secondary schools, which previously offered programmes with parallels in the public system, receive state subsidies equivalent to 85% of the support rate to cover running expenses.

49 According to changes in the new Education Act adopted by the Storting in June 2000, study associations, distance education institutions and other providers may be in charge of primary, lower secondary and upper secondary education for adults, as long as municipalities or county municipalities monitor the quality of education to ensure that it is in accordance with the Acts and regulations. Municipalities and county municipalities are also in charge of issuing certification. It is a condition that tuition is provided free of charge as is the case in public primary, lower secondary and upper secondary education institutions.

50 Official Norwegian Report No. 25 1997: New Competence, p. 91 and Official Norwegian Report No. 14 1999: Preparation of the wage settlement 1999.

51 FAFO report 268/99.

52 The age limit for participation in Labour Market Courses is 19 years. Those below 19 may participate in Trainee Place Schemes.

53 One must however keep in mind that not all courses provided by private institutions are recognised as part of the schemes available through the State Education Loan.

54 ISF report 16/1999 p. 16-77.

55 ISF: Throw the spotlight on the labour market 1/1996 (available in Norwegian only).

56 ISF: Throw the spotlight on the labour market 14/1997 (available in Norwegian only).

57 The modularisation concept as it is used in Norway is difficult to define as it is described differently in different curricula, but one might say that modularisation is both a quantitative and a qualitative concept. The concept is quantitative in the sense that it refers to allocation of time, *i.e.* a module can be a year-long course, or a smaller unit of a course or subject (the smallest being two hours per week). The concept is qualitative in the sense that it is related to a competence specified through objectives that the student is to strive to attain, *i.e.* a module can consist of one or more objectives.

58 Monsen, L. (1998) Evaluation of Reform 94: "From Goal Document to Classroom Activity" (available in Norwegian only).

59 Bård Jordfald and Kristine Nergaard: "Continuing education and training for teachers in primary, lower secondary and upper secondary education" FAFO, 1999 (available in Norwegian only).

60 Study associations may offer courses leading to public exams upon request from municipalities or county municipalities, but the majority of participants do not enrol for this purpose. Study associations are also part of the tradition of popular enlightenment and offer courses for members focusing on democratisation, organisation building or self-realisation, leisure time and cultural activities, for special target groups and linked to environmental issues.

61 Paper to the AECS Conference: Re-Thinking Distance Learning for the Next Millennium, Vienna, 24-26 June 1999 by Mr Torstein Rekkedal & Ms Elisabeth Møystad. The paper and several other articles published on distance education in Norway are found at NKI's net site: http://www.nettskolen.com/alle/in_english/.

62 The age limit for participation in Labour Market Courses is 19 years.

63 Christin Tønseth "Flexible learning opportunities for adults?" in NVI report "Upper secondary education at a crossroad- research–based evaluation of Reform 94".

64 The Storting has decided that the new Education Act be changed so that students may receive documented competence at a level lower than the trade and journeyman's certificate. This means that students may aim at completing only parts of upper secondary education and still get the achieved competence documented at the end. Based on this documentation, students may later continue their education with the objective of obtaining full university entrance qualifications or vocational competence. By studying and passing examinations in the areas of the education they have not previously completed, students may receive a trade or journeyman's certificate.

65 Engesbak H., Finback L., Tønseth C., 1998: "On the right track, but without a statutory right" (available in Norwegian only).

66 NVI report 1997: Christin Tønseth "Milestones in a process - adults' experiences with upper secondary education" (available in Norwegian only).

67 Eight adults were interviewed. Three followed ordinary three-year courses together with young people (they had to apply each year) at an upper secondary school, one attended a private upper secondary school, one attended a labour market training course at an upper secondary school, one attended a course provided by a study association, one attended a foundation course at a resource centre over three semesters and one attended an upper secondary course together with other adults.

68 Perly Folstad Norberg NVI, 1998. "A report on the conditions for Norwegian with social studies for adult immigrants (available in Norwegian only).

69 SSB, 1998: Government employees' assessment of working conditions (available in Norwegian only).

70 Lisbet Berg, Eivor Bremer Nebben and Åsmund Arup Seip: "Continuing education and training in the State Sector. A study of 10 State Enterprises." FAFO report 268, 1999 (available in Norwegian only).

71 Knut Arild Larsen, Torill Nyseth og Knut Vrålstad "Competence development in the municipal sector." ECON og Nordland Research, 1997 (available in Norwegian only).

72 FAFO report 322, 1999: "Educational opportunities for adults with a low level of competence" (available in Norwegian only).

73 The data included registered unemployed as of September 1998 (117 861 persons), and data from the databases of GSI (primary and lower secondary education) and VSI (upper secondary education). In addition, three interviews were conducted with municipal and county authorities and employment offices, as well as other selected establishments.

74 National survey initiated by The Norwegian Confederation of Trade Unions (LO), 2000.

75 To simplify the process of assessing foreign vocational training taken by immigrants living in Norway who are unable to submit documentation of their qualifications, competence testing will be initiated. The guidelines are set by KUF, while county municipalities are responsible for the actual procedures.

76 From 1 September 2000 the National Education Board is part of a new institution: The Norwegian Board of Education (see also endnote 8).

77 Several research institutions and universities and colleges are involved, the most important being: SNF, Rogaland Research (RF), the University of Oslo, the University of Bergen, Volda College, Østfold College, FAFO, NIFU, VR, NVI, the NORUT Group LTD, BI, Lillehammer College and Oslo College.

GLOSSARY

AAD	Ministry of Labour and Government Administration
ABU	Survey on Working Life
ADA	Association for Adapted Adult Education in Norway
AECS	Association of European Correspondence Schools
ALMP	Active Labour Market Policy
AOF	Workers' Educational Association of Norway
BI	Norwegian School of Management
DBH	Database on Higher Education
DIFF	Information system for folk high schools at KUF
ECON	Centre for Economic Analyses
FAFO	Institute for Applied Social Science
FRES	Statistics on Norwegian with social studies for adult immigrants
GDP	Gross Domestic Product
GSI	Information system for primary and lower secondary education
ICDE	International Council for Distance Education
ICT	Information and Communications Technology
ISF	Institute for Social Research
KRD	Ministry of Local Government and Regional Development
KS	Norwegian Association of Local and Regional Authorities
KUF	Ministry of Education, Research and Church Affairs
KUV	Research programme for Competence, Education and Value Creation
LMT	Labour Market Training
LO	Norwegian Confederation of Trade Unions
NAAE	Norwegian Association of Adult Education
NADE	Norwegian Association for Distance Education
NELL	Network for Lifelong Learning
NFU	Norwegian State Institution for Distance Education
NGO	Non-Governmental Organisation
NHD	Ministry of Trade and Industry
NHO	Confederation of Norwegian Business and Industry

NIFU	Norwegian Institute for Studies in Research and Higher Education
NITOL	Norway-net with IT for Open Learning
NKS	Institute of Distance Education
NLS	National Centre for Educational Resources
NOU	Official Norwegian Report
NTNU	Norwegian University of Science and Technology
NVI	Norwegian Institute of Adult Education
NWU	Network University
OR	Training councils
PES	Public Employment Service
R&D	Research and development
RFA	Council for Vocational Training
SHD	Ministry of Health and Social Services
SIALS	Second International Adult Literacy Survey
SND	Norwegian Industrial and Regional Development Fund
SNF	Foundation for Research in Economy and Business Administration
SOFF	National Distance Education Network in Higher Education
SRV	State Adult Education Centre
SSB	Statistics Norway
VR	Vestland Research
VSI	Information system for upper secondary education

BIBLIOGRAPHY

The following documents are available in English:

AAD (1999),
Norwegian Labour Market Policies 1999, Summary of Report No. 1 to the Norwegian Parliament (1998/1999).

KUF (2000*a*),
The Competence Reform - Status March 2000.

KUF (2000*b*),
Education in Norway, Fact Sheet 2000.

KUF (1999),
The Education Act – A new Act relating to primary, lower secondary and upper secondary education. Main points and text of the Act.

KUF (1997*a*),
Core Curriculum - For primary, secondary and adult education in Norway.

KUF (1997*b*),
"New Competence" abridged version, Official Norwegian Report No. 25.

KUF (1997*c*),
Education in Norway.

KUF (1997-98),
"The Competence reform" abridged version, Report No. 42 to the Storting.

NORDIC COUNCIL OF MINISTERS (1997),
Nordic "Folkeopplysning" and adult education, Copenhagen.

NVI (1980),
DALIN Å: The Norwegian Adult Education Act, Trondheim.

NORDHAUG, O., 1991
"The Shadow Educational System", Oslo.

SALVANES, K. G. (1996),
Job Creation and Job Destruction in Norway 1976-1992, Oslo.

OECD (1999*a*),
"What Works in Innovation in Education Study" - Improving student motivation -The Norwegian Background Study, KUF and FAFO, March.

OECD (1999*b*),
Nordic Transition Conference 1-2 November 1999. Background Report.

OECD (1999*c*),
Overcoming Exclusion trough Adult Learning, Paris.

OECD/U.S. Department of Education (1999),
How adults learn, Conference 6-8 April 1998 Washington, DC.

OECD (1998*a*),
"Thematic Review of the Transition from Initial Education to Working Life" - The Norwegian Background Report, March.

OECD (1998*b*),
Alternative Approaches to Financing Lifelong Learning, Draft Norwegian Background Report, 1998.

OECD/CERI (1998),
"What Works Study: Combating Exclusion through Adult Learning" - The Norwegian Background Report.

OECD (1996),
Education at a Glance, Paris.

OECD (1991)
Employment Outlook, Paris.

The following documents are available in Norwegian only:

Official Norwegian Reports:
NOU 1986:23 Livslang læring
NOU 1997:25 Ny Kompetanse
NOU 1998:20 Utdanningspermisjon
NOU 1999:14 Forberedelse av inntektsoppgjøret 1999
NOU 1999:17 Realkompetanse i høgre utdanning
NOU 1999:18 Organisering av oppdragsvirksomhet
NOU 1999:33 Nyttige lærepenger - om utdanningsfinansieringen gjennom Lånekassen

Reports to the Storting:
St meld nr. 85 (1982-83) Om arbeidsmarkedspolitikken
St meld nr. 24 (1993-94) Om informasjonsteknologi i utdanningen
St meld nr. 15 (1984-85) Om videregående opplæring
St meld nr. 83 (1984-85) Langtidsprogrammet 1986-89
St meld nr. 43 (1988-89) Mer kunnskap til flere
St meld nr. 4 (1996-97) Langtidsprogrammet 1998-2001
St meld nr. 41 (1997-1998) Næringspolitikk i det 21. århundre
St meld nr. 42 (1997-98) Kompetansereformen
St meld nr. 32 (1998-99) Om videregående opplæring
St.prp.nr. 1 (1998-99) Gul bok
St.prp.nr. 1 (1999-2000) KUF for budsjetterminen 2000, Budsjett-innst. S.nr. 12 (1999-2000)
St.prp.nr. 63 (1999-2000) Om samanslåing av vaksenopplæringsinstitusjonane Norsk fjernundervisning, Norsk vaksenpedagogisk forskingsinstitutt og Statens ressurs- og vaksenopplæringssenter
Ot.prp. nr. 68 (1998-99) Om lov om endringer i lov 4 februar 1977 nr. 4 om arbeidervern og arbeidsmiljø mv. (utdanningspermisjon)
Ot.prp.nr. 22 (1999-2000) Om lov om endring i lov 26. april 1985 nr. 21 om utdanningsstøtte til elever og studenter
Ot.prp.nr. 44 (1999-2000) Om lov om endringar i lov 17. juli 1998 nr. 61om grunnskolen og den vidaregåande opplæringa (opplæringslova) m.m.
Ot.prp.nr. 58 (1999-2000) Om lov om endring i lov 12. mai 1995 nr. 22 om universiteter og høgskoler
Ot.prp.nr. 82 (1998-99) Om lov om teknisk fagskole, Innst.O.nr. 2 (1999-2000)

Directorate of Labour:
Bruk av arbeidsmarkedsetatens kunnskaper i økt satsing på etter- og videreutdanning (1998)
11/99: Månedsstatistikk om arbeidsmarkedet

ECON:
Rapport 10/1997: *Kompetanseutvikling i kommunesektoren* (ECON/Nordlandsforskning)
Rapport 50/1999: *Kompetanse- og rekrutteringsbehovene i staten*

FAFO:
Andersen B., Hagen A., Skule S. (1999): *Dokumentasjon av realkompetanse. Kommunesektoren som arbeidsgiver og skoleeier*
Berg L., Nebben E. B., Seip Å. A. (1999): *Etter- og videreutdanning i Staten. Et studie av 10 statlige virksomheter.* Rapport 268/99
Jordfald B., Nergaard K. (1999): *Etter- og videreutdanning blant lærere i grunnskolen og den videregående skolen.* Notat 6/99
Larsen K. A., Longva F., Pape A., Reichborn A. N. (1997): *Bedriften som lærested. En gjennomgang av etter- og videreutdanning i norske bedrifter.* Rapport 212/97

Svensen E. (1999): *Opplæringstilbud for voksne med svak kompetanse*. Rapport 322/99

ISF:
1/1996: *Søkelys på arbeidsmarkedet*
1/1999: *Søkelys på arbeidsmarkedet*
16/1999, s. 69-77 av Erling Barth/Marianne Røed: *Søkelys på arbeidsmarkedet 1999*

KUF:
Leve og lære i voksen alder – om reglene for utdanningsfinansiering i Lånekassen for etter- og videreutdanning. Rapport fra arbeidsgruppe (1998)
Kompetanseutviklingsprogrammet - programnotat 18.01.2000
Framlegg til budsjett 2000, pressemelding 4. oktober 2000

Lillehammer College
Monsen L. (1998): *Evalueringen av Reform 94: Sluttrapport Innholdsreformen - fra måldokument til klasseromspraksis*

LO, NHO and others:
LO: Handlingsplan for etter- og videreutdanning - Et nasjonalt løft for en kunnskapsmessig fordelingspolitikk
LO: Tariffoppgjøret 1998: Handlingsplan for kompetanse
Kjennskap til LO og lønnsoppgjøret - landsomfattende undersøkelse 4.-13. januar 2000

Arbeidsgruppe kompetanse (LO, NHO, NOE, KAD) *Kompetanse i norsk næringsliv* (april 1995)
Brev fra Statsministeren til LO og NHO (april 1999)

Fra Lovdata:
Lov og forskrift om voksenopplæring
Lov om tilskudd til private grunnskoler og private skoler som gir videregående opplæring
Lov om eksamensrett og statstilskudd til private høgskoler
Lov om utdanningsstøtte til elever og studenter
Opplæringsloven
Universitets- og høgskoleloven

NIFU:
Kårstein A., Brandt E. (1999): *Opplæringstilbud på mellomnivå*. Skriftserie nr. 3/99
Støren L.A., Skjersli S., Aamodt P.O. (1998): *I mål? Evalueringen av Reform 94*. Sluttrapport (18/98)

NVI:
Eidskrem I. (1999): *Mellom ideologi og marked - om forholdet mellom folkeopplysning og arbeidsliv i Danmark og Norge*
Engesbak H. (1996): *Reform 94 - også for voksne? Situasjonen for voksne 1. år etter reformen*
Engesbak H., Finbak L., Tønseth C. (1998): *På rett vei, uten rett. Reform 94 - konsekvenser for voksne.* Sluttrapport 1998
Engesbak H., Rolfsen U. (2000): *Ta en ring - Evaluering av studieringer på høyere nivå*
Finbak L., Skaalvik E. (1998): *Spesialpedagogisk forskning knyttet til voksne*
Haugerud V., Kvam J. (1993): *Livslang læring - en antologi om voksenopplæringens mangfold og enhet*
Madsen B. E., Sannes J. (1998): *Effekter av fjernundervisning ved de tilskuddsberettigede fjernundervisningsinstitusjonene*
Madsen B.E., Tønseth C. (1998): *Trapes uten sikkerhetsnett. Om gjennomstrømming og frafall blant voksne elever i videregående opplæring*

Nordberg P. F. (1998): *Bedre norskopplæring - tilstandsrapport om norsk med samfunnskunnskap for voksne innvandrere*
Sannes J. (1996*): Mellom skole og marked - en analyse av drift, organisering og faglig virksomhet ved ressurssentrene*
Sjei B., Skaalvik E., Skaalvik S. (1996): *Deltakere på AMO-kurs - selvoppfatning, motivasjon og frafall*
Skaalvik E., Engesbak H. (1996): *Selvrealisering og kompetanseutvikling: Rekruttering til voksenopplæring i et tjueårsperspektiv* i *Fra lov - til reform. En artikkelsamling om politiske intensjoner, forskningens rolle og utfordringer knyttet til en voksenopplæringsreform,* red: Sigvart Tøsse.
Tønseth C. (1997): *Milepæler i en prosess - Voksnes erfaringer med det videregående opplæringssystemet etter innføringen av Reform 94*
Tønseth C. (1999): *Et fleksibelt og tilrettelagt opplæringstilbud for voksne* i rapporten *Videregående opplæring ved en skillevei*. Forskning fra den nasjonale evalueringen av Reform 94
Tøsse S. (1998): *Kunnskap til makt - Politisk opplysningsarbeid i norsk arbeiderrørsle frå 1880-åra til 1940*
Tøsse S. (1998): *Studieringen i ei ny tid - Evaluering og vidareutvikling*

SSB:
Aktuell utdanningsstatistikk 3/99 og 6/99
Rudlang H., Teigum H. M. (1998): *Statsansattes vurdering av arbeidsforhold*

VoldaCollege/Møre Research
Kvalsund R., Myklebust J. O. (1998): *Innstenging, utestenging eller inkludering?- Om læringsvilkår og fråfallsmønster for særvilkårselevar i vidaregående opplæring.* Forskningsrapport nr. 35/98
Skårbredvik K.J., Barstad J., Olsen G. M. (1999): *Tilrettelegging av opplæring for voksne - Evaluering av prosjektet Brukertilpassa opplæring for voksne*. Forskningsrapport nr. 38/99

Other reports:
Nordhaug O., Gooderham P. (1996): *Kompetanseutvikling i næringslivet*